№ 9331.91ª 1.6
18-20

THE TRUSTEES OF THE
PUBLIC LIBRARY
LUX
OMNIUM
CIVIUM
OF THE CITY OF
BOSTON
1852 1878

9331·91A16

NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT
AND POTENTIAL CONSEQUENCES OF THE MIGRATION
CAUSED BY THE NATIONAL
DEFENSE PROGRAM

PART 19

DETROIT HEARINGS

(Agricultural Section)

SEPTEMBER 23, 24, 25, 1941

Printed for the use of the Select Committee Investigating
National Defense Migration

NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT AND POTENTIAL CONSEQUENCES OF THE MIGRATION CAUSED BY THE NATIONAL DEFENSE PROGRAM

PART 19

DETROIT HEARINGS

(Agricultural Section)

SEPTEMBER 23, 24, 25, 1941

Printed for the use of the Select Committee Investigating
National Defense Migration

UNITED STATES
GOVERNMENT PRINTING OFFICE
60396 WASHINGTON : 1941

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION

Feb. 19, 1942

JOHN H. TOLAN, California, *Chairman*

LAURENCE F. ARNOLD, Illinois
JOHN J. SPARKMAN, Alabama
CARL T. CURTIS, Nebraska
FRANK C. OSMERS, Jr., New Jersey

Robert K. Lamb, *Staff Director*

CONTENTS

Page

List of witnesses v

List of authors v

Wednesday, September 24, 1941, morning session 7767

Testimony of E. B. Hill 7767

Statement of E. B. Hill 7768

Introduction of exhibits 7790

Exhibit 48—Diphtheria Outbreak Among Mexican Migratory Workers in Saginaw County, Mich.—reports by Dr. V. K. Volk, commissioner, Saginaw County Department of Health; and Dr. T. M. Koppa, epidemiologist, Michigan Department of Health 7791

Exhibit 49—Illegal Transportation of Sugar Beet Workers from Texas to Michigan and Ohio Fields—report by Joseph B. Eastman, Chairman, Interstate Commerce Commission, Washington, D. C 7796

Exhibit 50—A Study of Sugar Beet Field Workers' Earnings and Expenses—report of M. C. Henderson, Beet Growers' Employment Committee, Saginaw, Mich 7855

Exhibit 51—History of Sugar Beet Labor in Michigan—report by Labor Division, Farm Security Administration, United States Department of Agriculture, Washington, D. C 7862

Exhibit 52—Agricultural Migration to Michigan—report by Agricultural field staff, Select Committee Investigating National Defense Migration, Washington, D. C 7918

Exhibit 53—Characteristics of Farm Labor in Berrien County, Mich.—report by Labor Division, Farm Security Administration, United States Department of Agriculture, Washington, D. C 7918

Exhibit 54—The Eastern Michigan Sugar Beet Region—report by Labor Division, Farm Security Administration, United States Department of Agriculture, Washington, D. C 7948

Exhibit 55—Activities of Michigan Church Women in Program of Relief for Defense Migrants—report by Sarah K. Hepburn, Council of Women for Home Missions, Detroit, Mich 7958

Exhibit 56—Migration of Families Into Rural Districts of Wayne County, Mich., Within the Past 12 Months—report by Fred C. Fischer, superintendent, Wayne County Schools, Detroit, Mich 7963

Exhibit 57—Economic Opportunity and Population Movement in the Cut-over Region of Michigan—report by Willett F. Ramsdell, Pack Forestry Foundation, professor of forest-land management, University of Michigan, Ann Arbor, Mich 7964

Exhibit 58—Migration Problems of Farm Families Due to Defense Activities in Indiana and Ohio—report by P. G. Beck, director, Region III, Farm Security Administration, United States Department of Agriculture 7977

Exhibit 59—The Scioto Marsh, Hardin County, Ohio—special survey by Labor Division, Farm Security Administration, United States Department of Agriculture, Washington, D. C 7997

Index 8009

LIST OF WITNESSES

Detroit hearings (agricultural section), September 24, 1941

	Page
Hill, E. B., professor, farm-management department, Michigan State College, East Lansing, Mich	7768

LIST OF AUTHORS

Of prepared statements and exhibits

	Page
Agricultural field staff, Select Committee Investigating National Defense Migration, Washington, D. C	7918
Beck, P. G., director, Region III, Farm Security Administration, United States Department of Agriculture	7977
Eastman, Joseph B., Chairman, Interstate Commerce Commission, Washington, D. C	7796
Fischer, Fred C., superintendent, Wayne County schools, Detroit, Mich	7963
Henderson, M. C., Beet Growers Employment Committee, Inc., Saginaw, Mich	7855
Hepburn, Sarah K., Council of Women for Home Missions, Detroit, Mich	7958
Hill, E. B., professor, farm-management department, Michigan State College, East Lansing, Mich	7768
Koppa, Dr. T. M., epidemiologist, Michigan Department of Health, Lansing, Mich	7792, 7793, 7794
Labor Division, Farm Security Administration, United States Department of Agriculture, Washington, D. C	7862, 7932, 7948, 7997
Ramsdell, Willett F., Pack Forestry Foundation, professor of forest-land management, University of Michigan, Ann Arbor, Mich	7964
Volk, Dr. V. K., commissioner, Saginaw County Department of Health, Saginaw, Mich	7791

For greater convenience the Detroit hearings are published in two volumes. This, the second volume, under the title, "Part 19, Detroit hearings (Agricultural Section)" includes the testimony of Prof. E. B. Hill, of the farm-management department of Michigan State College, his prepared statement, and 12 papers from other sources, devoted exclusively to the subject of agricultural migration. Testimony of all other witnesses at the Detroit hearings, together with prepared statements, appears in the other of these volumes under the title, "Part 18, Detroit hearings (Industrial Section)."

NATIONAL DEFENSE MIGRATION

WEDNESDAY, SEPTEMBER 24, 1941

House of Representatives,
Select Committee Investigating
National Defense Migration,
Washington, D. C.

MORNING SESSION

The committee, having met at 9:30 a. m. in the Federal Building, Detroit, Mich., Representative John H. Tolan (chairman) presiding, and having heard testimony of R. J. Thomas and Lt. Comdr. Walter F. Eade, United States Naval Reserves, called as the next witness Prof. E. B. Hill, of the farm-management department, Michigan State College, East Lansing, Mich.[1]

Present were: Representatives John H. Tolan (chairman), of California; Laurence F. Arnold, of Illinois; Frank C. Osmers, Jr., of New Jersey; and Carl T. Curtis, of Nebraska.

Also present: Dr. Robert K. Lamb, staff director; John W. Abbott, chief field investigator; Francis X. Riley and Jack B. Burke, field investigators; and Ruth B. Abrams, field secretary.

The Chairman. Our next witness is Professor Hill.

TESTIMONY OF PROF. E. B. HILL, FARM MANAGEMENT DEPARTMENT, MICHIGAN STATE COLLEGE, EAST LANSING, MICH.

The Chairman. Congressman Curtis will interrogate you, Professor Hill.

Mr. Curtis. You are Prof. E. B. Hill?

Dr. Hill. Yes, sir.

Mr. Curtis. Of the Michigan State College?

Dr. Hill. Yes, sir.

Mr. Curtis. What department?

Dr. Hill. The farm management department.

Mr. Curtis. Where is the Michigan State College located?

Dr. Hill. At East Lansing.

Mr. Curtis. And it is an agricultural college?

Dr. Hill. That is right.

Mr. Curtis. Professor Hill, you have prepared a paper which will be received in its entirety in our hearing, including some rather lengthy tables and figures.

---

[1] Testimony of Mr. Thomas, Commander Eade, and all other witnesses on nonagricultural phases of migration covered in the Detroit hearings appears in a separate volume, under the title, "Part 18, Detroit Hearings (Industrial Section)." Dr. Hill was followed on the stand by Earl Raymond, whose testimony appears in pt. 18, followed by other witnesses in the order of their appearance.

(The paper referred to is as follows:)

STATEMENT BY PROF. E. B. HILL, FARM MANAGEMENT DEPARTMENT, MICHIGAN STATE COLLEGE

The huge defense program, the operation of the lease-lend law, and other phases of our present-day economic life are all causing decided changes in American agriculture, and particularly so in Michigan agriculture. Some of these changes in our agriculture, such as increased mechanization, have been taking place in the past, but are being speeded up very decidedly under present conditions. Other changes, such as part-time and self-sufficing farming, may be slowed up for the present.

As a result of the many and rapid changes in our economic structure, particularly in regard to the defense program and to the expansion of the urban industries, the American farmer, and the Michigan farmer in particular, is faced with many new problems. A listing of these problems would include the following: (1) Producing an increase in the essential items of our food supply for home use and reports; (2) obtaining prices for farm products which will enable him to meet present-day farm and living costs; (3) the difficulty of obtaining adequate amounts of capable farm help; and (4) the conduct of his farm operations and personal program which will enable him best to cushion the post-defense or post-war period.

In an analysis of certain of these problems and of the changes in Michigan's agriculture with special reference to the defense program, it is desirable to look back sufficiently to enable us to get a better view of the entire situation. This procedure will throw light on both the predefense period since 1910 and also for the defense period involving particularly the past 12 months.

Changes in Michigan Agriculture

During the past 30 years the following significant changes have occurred in Michigan agriculture: (1) The type of farming has become more intensive; (2) commercial farming has increased; (3) subsistence and part-time farming has increased; (4) the number of larger farms and the number of smaller farms have tended to increase, whereas the number of medium size farms has tended to decrease; and (5) an increasing number of farmers have found it more difficult to obtain farm incomes sufficient to enable them to maintain their farm, to make the principal and interest payments and to provide for a satisfactory standard of living.

TYPES OF FARMING IN MICHIGAN

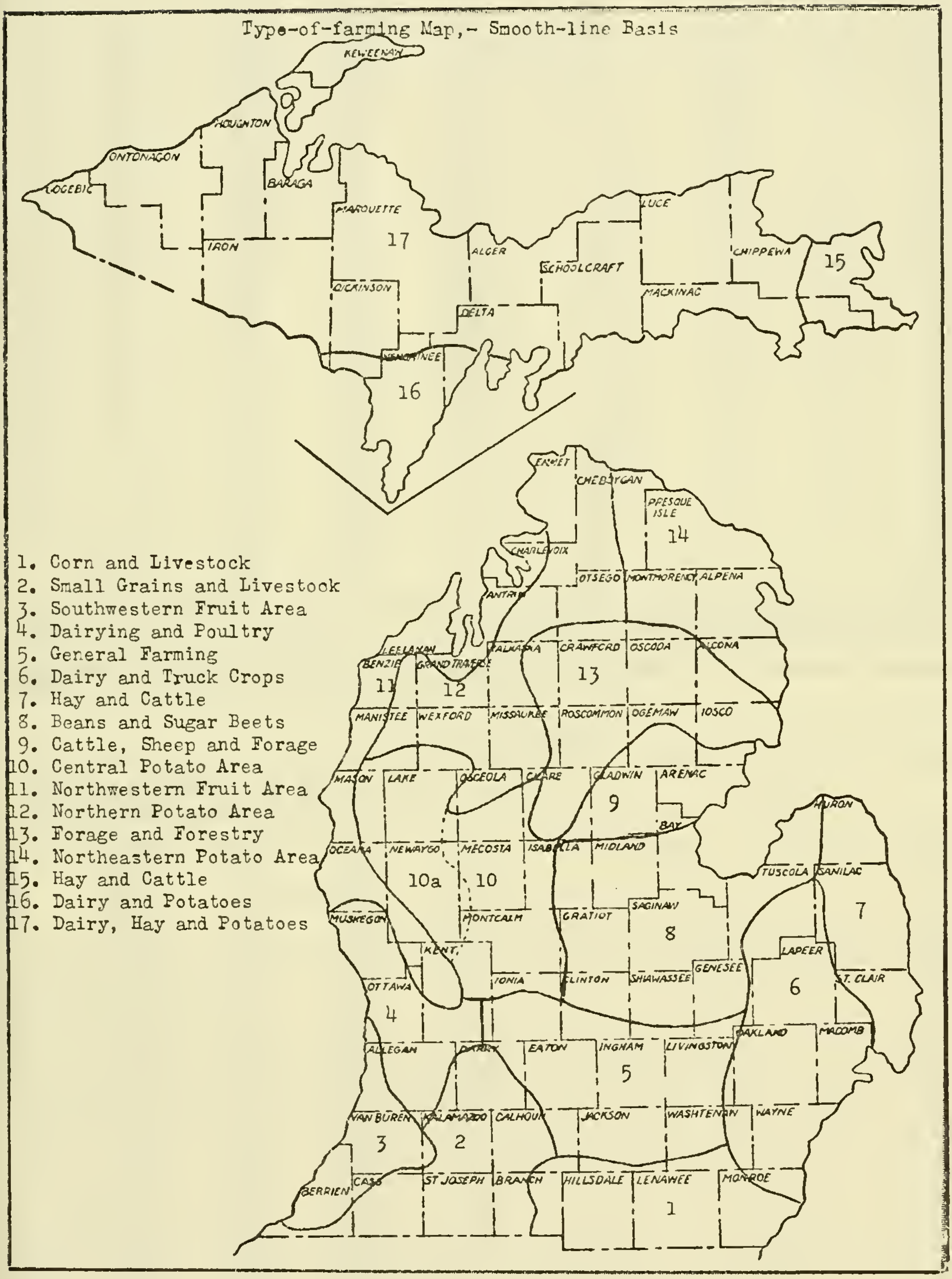
Michigan has quite a number of different types of farming as a result of much diversity in the climate, land, and markets within the State. The accompanying map presents the outlines of the 17 different type-of-farming areas into which the State has been divided. The name assigned to each of these areas is indicative of the predominating types of farming found within each area.

Migrant farm labor is found mostly in type-of-farming areas 1, 3, 8, and 11. In areas 3 and 11 fruit and vegetables and areas 1 and 8 sugar beets and vegetables are the crops which, because of their need for much hand labor, have a heavy seasonal labor load that cannot under usual conditions be handled by local labor.

The dairy is the major and most widely distributed farm enterprise. Dairy products, exclusive of meat from the dairy herds, contributed about 30 percent of the total income from farm production in Michigan in 1938 and 1939. Income from poultry and eggs was about 10 percent and income from all meat animals, including dairy cattle, was about 20 percent. All crops including grains, fruit, and vegetables made up approximately 35 percent. The remaining 5 percent was from Government payments and other sources.

CHANGES IN TYPES OF FARMING

In general, the most significant changes in Michigan, as measured by the crop and livestock enterprises, is the trend toward more intensive, specialized, and commercial types of farming. The trend has been to have more dairy cattle, more poultry, more fruit, and more vegetables in place of the more extensive kinds of livestock and crops such as beef cattle, sheep, and hogs and wheat, rye, and oats. The numbers of livestock and acreages of crops in Michigan since 1910 are shown in tables 1 and 2.



Type-of-farming Map,- Smooth-line Basis

1. Corn and Livestock
2. Small Grains and Livestock
3. Southwestern Fruit Area
4. Dairying and Poultry
5. General Farming
6. Dairy and Truck Crops
7. Hay and Cattle
8. Beans and Sugar Beets
9. Cattle, Sheep and Forage
10. Central Potato Area
11. Northwestern Fruit Area
12. Northern Potato Area
13. Forage and Forestry
14. Northeastern Potato Area
15. Hay and Cattle
16. Dairy and Potatoes
17. Dairy, Hay and Potatoes
KEWEENAW
HOUGHTON
ONTONAGON
BARAGA
GOGEBIC
MARQUETTE
LUCE
17
ALGER
CHIPPEWA
15
SCHOOLCRAFT
IRON
DICKINSON
MACKINAC
DELTA
MENOMINEE
16
EMMET
CHEBOYGAN
PRESQUE ISLE
14
CHARLEVOIX
OTSEGO
MONTMORENCY
ALPENA
ANTRIM
LEELANAU
KALKASKA
CRAWFORD
OSCODA
ALCONA
BENZIE
GRAND TRAVERSE
13
11
12
MANISTEE
WEXFORD
MISSAUKEE
ROSCOMMON
OGEMAW
IOSCO
MASON
LAKE
OSCEOLA
CLARE
GLADWIN
ARENAC
9
HURON
BAY
OCEANA
NEWAYGO
MECOSTA
ISABELLA
MIDLAND
TUSCOLA
SANILAC
10a
10
7
SAGINAW
MUSKEGON
MONTCALM
GRATIOT
8
LAPEER
KENT
IONIA
CLINTON
SHIAWASSEE
GENESEE
6
ST. CLAIR
OTTAWA
4
ALLEGAN
BARRY
EATON
INGHAM
LIVINGSTON
OAKLAND
MACOMB
5
VAN BUREN
KALAMAZOO
CALHOUN
JACKSON
WASHTENAW
WAYNE
3
2
BERRIEN
CASS
ST JOSEPH
BRANCH
HILLSDALE
LENAWEE
MONROE
1

TABLE 1.—*Livestock numbers on farms in Michigan, 1910–41*

[In thousands]

Year	Milk cows [1]	Cattle, other than milk cows	Stock sheep	Hogs	Horses	Mules
1910	740	582	1,714	931	605	4
1911	766	554	1,885	1,060	622	4
1912	780	515	1,696	1,050	634	4
1913	782	536	1,442	1,000	640	4
1914	785	585	1,197	1,000	653	4
1915	810	638	1,053	1,060	673	4
1916	820	681	1,000	1,115	680	5
1917	840	691	900	1,025	680	5
1918	850	732	944	975	673	5
1919	818	766	970	1,035	660	6
1920	824	762	960	1,106	606	6
1921	815	721	778	1,060	576	6
1922	823	683	752	1,100	559	6
1923	831	629	775	1,150	542	6
1924	847	573	745	1,143	520	7
1925	850	556	830	855	482	7
1926	800	550	870	820	462	7
1927	784	536	950	845	440	7
1928	775	538	1,020	862	420	7
1929	785	550	1,040	759	404	7
1930	800	591	1,025	630	389	7
1931	832	559	1,025	542	385	7
1932	864	569	1,035	661	381	7
1933	888	628	1,035	793	377	7
1934	912	632	1,025	730	373	7
1935	905	613	1,015	512	377	7
1936	887	661	1,066	594	377	7
1937	896	698	1,055	701	377	7
1938	905	721	1,023	666	377	7
1939	923	752	1,033	713	373	7
1940	932	776	1,043	891	354	7
1941	960	833	991	829	340	7

[1] Cows and heifers 2 years old and over kept for milk.

TABLE 2.—*Corn, oats, barley, wheat, and rye acreage harvested in Michigan, 1910–40* [1]

[In thousands of acres]

Year	Corn	Oats	Barley	Wheat, all	Rye
1910	1,700	1,515	93	930	427
1911	1,700	1,500	90	1,020	400
1912	1,635	1,485	87	700	370
1913	1,685	1,500	85	850	380
1914	1,750	1,515	90	910	373
1915	1,750	1,530	87	1,010	400
1916	1,650	1,423	120	820	410
1917	1,750	1,550	165	880	430
1918	1,650	1,658	300	760	530
1919	1,746	1,530	302	1,056	913
1920	1,781	1,561	242	1,055	676
1921	1,745	1,592	218	925	649
1922	1,710	1,498	140	1,023	648
1923	1,607	1,528	128	910	395
1924	1,561	1,497	115	793	231
1925	1,530	1,617	129	801	201
1926	1,454	1,504	133	898	161
1927	1,250	1,534	182	801	164
1928	1,288	1,534	264	785	167
1929	1,197	1,268	226	790	147
1930	1,281	1,384	231	724	147
1931	1,512	1,495	268	734	162
1932	1,542	1,420	303	734	168
1933	1,511	1,207	230	885	131
1934	1,588	1,323	173	855	157
1935	1,667	1,402	185	874	228
1936	1,500	1,262	179	823	141
1937	1,590	1,224	202	1,011	144
1938	1,590	1,224	166	913	115
1939	1,590	1,139	199	739	121
1940	1,558	1,287	173	761	90

[1] Estimated by Bureau of Agricultural Economics, U. S. Department of Agriculture.

Hay, alfalfa, potato, bean, and sugar-beet acreage harvested in Michigan, 1910–40

[In thousands of acres]

Year	Hay, all	Alfalfa	Potatoes	Beans	Sugar beets
1910	2,600		336		117
1911	2,470		313		145
1912	2,510		297		124
1913	2,510		288		107
1914	2,560		288	490	101
1915	2,590		282	506	122
1916	2,900		271	470	99
1917	2,770		320	537	82
1918	2,800		288	543	114
1919	2,817	74	281	315	123
1920	2,789	95	309	334	150
1921	2,813	140	327	314	148
1922	2,841	208	343	458	84
1923	2,811	260	292	536	101
1924	2,907	321	245	625	134
1925	2,632	350	223	650	99
1926	2,699	431	212	637	100
1927	2,785	470	263	567	99
1928	2,589	498	271	521	71
1929	2,696	525	225	575	52
1930	2,598	578	232	690	74
1931	2,493	665	267	635	58
1932	2,507	825	291	552	122
1933	2,619	916	311	567	154
1934	2,565	937	323	632	117
1935	2,494	1,040	323	562	114
1936	2,679	1,092	275	466	98
1937	2,556	1,103	278	461	76
1938	2,644	1,048	250	466	122
1939	2,649	1,100	250	485	120
1940	2,694	1,144	240	567	114

The trend toward more intensive and specialized types of farming has been the result of the rapid expansion of the local markets for farm products, particularly in the southern part of the State. The population of Michigan has about doubled since 1910 and on January 1, 1940, was about 5,250,000. At the same time there has been a decrease in the number of persons on farms.

The trend toward a more commercialized and mechanized type of farming has been under way since the turn of the century, but it has been gaining impetus during the past 20 years. The process has been speeded up at an even higher tempo during the crop season of 1941.

The trend toward the more intensive farm required more farm labor. The trend toward mechanized farming has been to diminish the demand for labor.

MECHANIZATION OF MICHIGAN AGRICULTURE

The mechanization of Michigan's agriculture has occurred mostly during the past 15 years. The numbers of tractors, trucks, combines, corn pickers, pick-up hay balers, potato diggers, and milking machines on Michigan farms has increased much since 1925.

The accompanying chart (p. 7772) shows graphically some of the changes in farm power. The decrease in numbers of horses and the increase in the numbers of tractors since 1920 has been very marked. In addition there were 33,095 trucks on farms in 1940, and many thousands of electric motors. The introduction of (1) the general-purpose, more flexible type of tractor; (2) tractors of greater range in sizes; (3) rubber tires; (4) machinery adapted to tractor use; and (5) shortage of farm labor have all been factors causing the increase in the numbers of tractors on Michigan farms.

Data on harvesting equipment is not as complete as those for farm power. Sauve, of the Agricultural Engineering Department of the Michigan State College, reports 7 grain combine-harvesters in Michigan in 1927; 86 in 1930; and about 3,000 in 1941. The development of the smaller combines, together with the shortage of farm labor, has done much to increase the numbers of these machines in Michigan.

Pick-up hay balers in small numbers have been used in Michigan for the last 5 years. This year the machine has appeared in large numbers. Corn pickers have been in more common use, but their numbers are rapidly increasing.

The mechanization of Michigan's agriculture has been much speeded during the last half of 1940 and the present portion of 1941. Farmers as early as the summer of 1940 began to sense the shortage of labor. Labor has become increasingly scarce since that time. See table 13.

EFFECTS OF MECHANIZATION OF MICHIGAN AGRICULTURE

The effects of the mechanization of agriculture have been to increase sharply the cash outlay of operating Michigan farms and to reduce the requirements for farm labor. The remaining labor has for the most part become more efficient and has increased the production per man. The following data from the April 1941 issue of Farm Economics published by the Department of Agricultural Economics and Farm Management of Cornell University shows the reduction in farm labor requirements during the last 25 years in New York State. Michigan conditions are sufficiently similar to those in New York that the figures are undoubtedly applicable to this State.

Progress of Mechanized Power Farming in Michigan

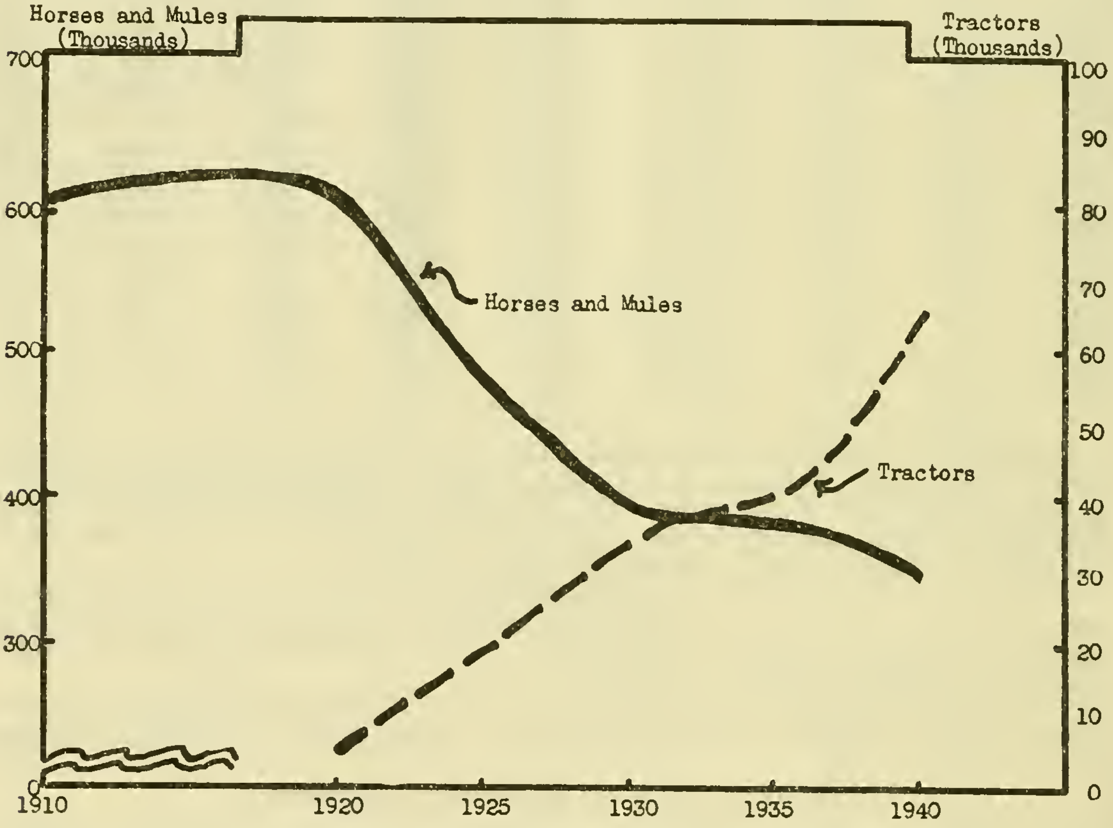


TABLE 3.—*Time required in former periods to produce amounts produced in 100 minutes in 1939*

Product	Unit (amount produced in 100 minutes in 1939)	Minutes of direct labor per unit		
		1914-18	1934-38	1939
Wheat	238 pounds	248	133	100
Dry beans	63 pounds	233	122	100
Potatoes	262 pounds	215	107	100
Corn for grain	82 pounds	207	130	100
Alfalfa	630 pounds	189	113	100
Eggs	152 eggs	167	117	100
Corn silage	889 pounds	160	98	100
Milk	100 pounds	138	103	100
Cabbage	298 pounds	131	89	100

Table 3 is not only of interest in showing the increased efficiency in labor, but also in showing the relative gains with each enterprise. The major gains have been in the general field crops, such as corn, wheat, beans, and potatoes, the production of which involves relatively more machinery than hand labor. There has been less gain in the vegetable crops and in the poultry and dairy enterprises.

During the past 5 years the Work Projects Administration has conducted a research project on the changes in technology and labor requirements on farms during the past 30-year period. These reports present the changes by agricultural regions. The region in which Michigan is located is designated as the western dairy region and includes also the States of Wisconsin and Minnesota. In the following table data are presented from the reports of the project by Work Projects Administration on some of the major crops for this region.

TABLE 4.—*Total labor used in producing corn, wheat, oats, sugar beets, potatoes, and vegetables in the western dairy region of the United States*

Period	Hours per acre					
	Corn	Wheat	Oats	Sugar beets[1]	Potatoes[1]	Vegetables[1] (for market)
1909-13	31.7	14.5	15.6	123	86	----------
1917-21	28.7	13.0	13.1	113	81	183
1927-31	24.0	11.0	9.9	104	72	180
1932-36	23.2	10.5	9.3	100	72	177

[1] Data for sugar beets, potatoes, and vegetables are not for exactly the same period as for corn, wheat, and oats, but are similar enough for comparative purposes.

It should be stated, however, that not all of the reductions in labor requirements are the result of mechanization. Some reductions are the result of different methods of production.

The net effects of the mechanization of agriculture in Michigan from a labor standpoint has been decreasing job opportunities. There have been modifying influences, however, which have tended to offset this reduction. These influences in Michigan have been the livestock industry, particularly dairy and poultry.

The rapid expansion of the mechanization of farms since July 1940, however, has speeded up the trend in reduction of labor requirements. This has definitely reduced the useful job opportunities on Michigan farms.

SIZES OF FARMS IN MICHIGAN

The family size of farm still remains as the typical farm in Michigan. The great bulk of the farms in the State come under the designation of a family-size farm, that is, a farm which is operated by the farmer and his family either with or without the assistance of one to two hired men.

According to the 1930 census, a year when the supply of farm labor was relatively high compared with the demand (table 13), there was 1.42 persons 10 years old or over gainfully employed per farm in Michigan. There was an average of 0.38 of a wage worker per farm. This average, however, would be much greater on the larger farms which employed significant amounts of labor and would vary within the usual range from 0.75 to 2.0 wage workers per farm.

Of the 187,589 farms reported by the 1940 census for Michigan about 60,000, or about 32 percent, were less than 50 acres in size and 127,000 over 50 acres in size. About 69,000 of this latter group, or 37 percent of the total, were 100 acres or larger.

There are only 932 farms above 500 acres in size and on many of these farms the number of acres of tillable land is not much in excess of that found on smaller farms.

CHANGES IN SIZES OF FARMS

There has been but little change in the average size of farms in Michigan during the past 20- or 30-year period when considered on a State basis and presented as single averages. When an analysis is made, however, of the different sizes of farms, a somewhat different situation is presented. In general, the larger farms (those 175 acres and over) and the smaller farms (those under 50 acres) have increased in number. The medium-sized farms (those between 50 and 175 acres) have decreased in number. See table 5.

TABLE 5.—*Changes in sizes and distribution of farms in Michigan, 1920 to 1940*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number of farms	196,447	100	169,372	100	196,517	100	187,589	100
Farms:								
Under 10 acres	6,003	3	5,780	3	11,642	6	12,675	7
10 to 49 acres	47,506	24	38,639	23	50,800	26	47,784	25
50 to 99 acres	71,391	36	57,749	34	63,900	32	57,977	31
100 to 174 acres	52,645	27	47,723	28	50,105	26	47,664	25
175 to 259 acres	13,236	7	13,403	8	13,765	7	14,337	8
260 to 499 acres	4,839	3	5,275	3	5,421	3	6,220	3
500 and over	827	---------	803	1	884	---------	932	1
Average size of farms, acres	97	---------	101	---------	94	---------	96	---------

The changes in sizes of farms are more noticeable in some type of farming areas than in others, as is indicated by the accompanying tables which show the situation by selected counties in different parts of the State. In Berrien County, the southwestern fruit area of Michigan, where the average size of farm is less than 60 acres, the number of small farms has continued to increase and the number of all others has decreased. In Oakland County, the industrial area of southeastern Michigan, the trend in the increase in the number of small farms is even greater than in Berrien. The increase in Oakland County, however, is accounted for largely by the increase in part-time farms. See tables 6 and 7.

TABLE 6.—*Changes in sizes of farms in Berrien County, the fruit region of southwestern Michigan, 1920 to 1940*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number farms	5,443	100	5,390	100	5,896	100	5,324	100
Farms under 10 acres	376	7	408	8	608	10	462	9
10 to 49 acres	2,773	51	2,952	55	3,222	55	2,899	54
50 to 99 acres	1,346	25	1,217	23	1,223	21	1,160	22
100 to 174 acres	708	13	608	11	637	11	572	11
175 to 259 acres	180	3	137	2	148	2	155	3
260 to 499 acres	52	1	63	1	50	1	66	1
500 acres and over	8	---------	5	---------	8	---------	10	---------
Average size farms, acres	60	---------	55	---------	52	---------	56	---------

TABLE 7.—*Changes in sizes of farms in Oakland County, an industrial county in southeastern Michigan, 1920 to 1940*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number farms	4,035	100	2,405	100	3,995	100	4,036	100
Farms under 10 acres	121	3	161	7	629	16	834	21
10 to 49 acres	651	16	421	18	979	24	1,020	25
50 to 99 acres	1,187	29	631	26	931	23	849	21
100 to 174 acres	1,439	36	772	32	964	24	857	21
175 to 259 acres	450	11	266	11	320	8	288	7
260 to 499 acres	169	4	128	5	141	4	151	4
500 acres and over	18	1	26	1	31	1	37	1
Average size farms, acres	114	---------	119	---------	92	---------	86	---------

In the general agricultural regions as indicated by Lenawee, Eaton, and Missaukee Counties the significant trend has been an increase in the numbers of larger farms, those above 100 or 175 acres. See tables 9, 10, and 11.

St. Joseph County in the general farming area on the lighter soils in southwestern Michigan is an example of a county in which very little change in the size of farms has occurred since 1920. Bay County in the sugar-beet and bean area shows some increase in the number of small farms of 10 acres or less, a decrease in the number of farms between 10 and 100 acres in size, and an increase in the numbers of those over 100 acres in size. See table 8.

TABLE 8.—*Changes in sizes of farms in Bay County, in the sugar-beet and bean area of eastern Michigan, 1920–40*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number of farms	3,216	100	2,901	100	3,391	100	3,190	100
Farms under 10 acres	147	5	122	4	334	10	276	9
10 to 49 acres	1,139	35	868	30	1,083	32	970	30
50 to 99 acres	1,281	40	1,222	42	1,289	38	1,226	38
100 to 174 acres	545	17	578	20	572	17	594	19
175 to 259 acres	73	2	86	3	83	2	94	3
260 to 499 acres	26	1	20	1	26	1	26	1
500 acres and over	5	----------	5	----------	4	----------	4	----------
Average size of farms, acres	71	----------	76	----------	68	----------	72	----------

TABLE 9.—*Changes in sizes of farms in Lenawee County, corn and livestock area of southern Michigan, 1920–40*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number of farms	5,080	100	4,453	100	4,661	100	4,186	100
Farms under 10 acres	220	4	164	4	252	6	196	5
10 to 49 acres	1,008	20	827	18	934	20	735	18
50 to 99 acres	1,978	39	1,553	35	1,595	34	1,371	33
100 to 174 acres	1,499	29	1,418	32	1,408	30	1,348	32
175 to 259 acres	292	6	366	8	338	7	384	9
260 to 499 acres	82	2	123	3	126	3	146	3
500 acres and over	1	----------	2	----------	8	----------	6	----------
Average size of farms, acres	90	----------	99	----------	95	----------	103	----------

TABLE 10.—*Changes in sizes of farms in Eaton County, dairy and general farming area of central Michigan, 1920–40*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number farms	3,719	100	3,385	100	3,686	100	3,354	100
Farms under 10 acres	126	3	107	3	197	5	167	5
10 to 49 acres	777	21	701	21	849	23	727	22
50 to 99 acres	1,440	39	1,185	35	1,211	33	1,082	32
100 to 174 acres	1,075	29	1,037	31	1,050	29	953	28
175 to 259 acres	234	6	261	8	272	7	287	9
260 to 499 acres	63	2	88	2	98	3	124	4
500 acres and over	4	----------	6	----------	9	----------	14	----------
Average size farms, acres	92	----------	98	----------	94	----------	100	----------

TABLE 11.—*Changes in sizes of farms in Missaukee County in the potato area of northwestern Michigan, 1920–40*

Size group	1920		1930		1935		1940	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number farms	1,359	100	1,072	100	1,200	100	1,214	100
Farms under 10 acres	19	1	16	1	9	1	25	2
10 to 49 acres	241	18	105	10	151	12	161	13
50 to 99 acres	533	39	338	32	427	36	335	28
100 to 174 acres	387	29	398	37	405	34	418	34
175 to 259 acres	112	8	126	12	111	9	160	13
260 to 499 acres	56	4	68	6	76	6	90	8
500 acres and over	11	1	21	2	21	2	25	2
Average size farms, acres	124	----------	151	----------	142	----------	151	----------

RURAL-URBAN MIGRATION

Michigan is such a highly industrialized State that the importance of its agriculture is often overlooked. As a result of this industrialization the population of the State has about doubled since 1910 as indicated by table 12.

TABLE 12.—*Population, total and rural-farm, for Michigan for selected years from 1910 to 1940*

Year	Total population [1]	Rural-farm population [2]	Percent of total population on farms		Ratio—farm to nonfarm in Michigan
			Michigan	United States	
1910	2,810,173	911,000	32.4	35.0	1 : 2.1
1920	3,668,412	848,000	23.1	30.0	1 : 3.3
1925	4,284,000	792,000	18.5	27.0	1 : 4.4
1930	4,842,325	775,436	16.0	24.6	1 : 5.2
1935	4,710,000	840,514	17.8	----------	1 : 4.6
1940	5,256,106	865,174	16.5	22.9	1 : 5.1

---

[1] 1940 Population Census—First Series—Number of Inhabitants—Michigan. Except 1935 estimate is from the World Almanac.

[2] Years of 1910 and 1925 are estimates by E. B. Hill; year of 1920 estimate by Bureau of Agricultural Economics, U. S. Department of Agriculture; years of 1930 and 1940 from 1940 Census Preliminary Report.

Since 1920 the movement to and from farms has gone through one cycle and is well on its way to another. Since that date, the peak of the net movement from the farms to cities, towns, and villages of 1,137,000 persons was reached in 1922 for the United States. It continued to be relatively high until 1927 when the trend started downward. By 1932 net movement was away from the cities and to the farms by 266,000 persons. Since 1932 the net movement has been away from the farms and it has been particularly accelerated during 1940 and 1941.

As may be observed from table 12 the rural farm population in Michigan decreased from 1910 to 1930 but has been increasing since that date. The rural-farm population is now about 16 percent of the total population as compared to 32 percent in 1910. At the present time in Michigan there is one person on the farm to five nonfarm persons.

Rural-urban migration presents many problems of interest to society as a whole as well as to individual farmers. During periods of reduced job opportunities in industry the migration tends to be toward the country. Many families relocate on farms in areas not adapted to farming. These settlements often develop into situations which might be called the slums of the country. In other cases the families relocate on land so distant from public institutions and services that the cost to local government units is excessive. Other individuals return to the home farm as a haven of refuge.

In previous periods, agriculture has stood more than its share of the consequences of unemployment in the city. Lands have been settled and later abandoned. Will this be repeated in the future? Farm labor has been attracted to the city by wages higher than can be paid by the farmer at existing prices for farm products. The need for some of this farm labor has been diminished by the speeding up of the mechanization of the farm. Useful job opportunities on farms are decreasing.

PART-TIME AND SUBSISTENCE FARMING

Part of the increase in rural-farm population which has occurred since 1929 has been caused by the increase in part-time and subsistence farming. The increase in part-time farming has been greatest in the industrial agricultural counties such as Genesee, Oakland, Wayne, Macomb, and Kent. See also figs. 42 and 43 of Michigan Agricultural Experiment Station Bulletin 206, "Types of Farming in Michigan."

In too many places the families living on these part-time farms continue to have their major interests in the city and do not participate in the social and community life of the region in which they live. In some areas at least this has led to a very unfavorable reaction among the full-time farmers.

On most part-time farms, the production of crops and livestock is a secondary consideration to the job in industry. When the part-time farmer no longer has a job in industry he makes an attempt to farm. His success or progress is often handicapped (1) by a lack of knowledge of how to do the job, (2) by a lack of equipment, and (3) by a lack of capital, and (4) lack of a farm of adequate size.

In many instances the part-time and subsistence farmers have been aided by the Farm Security Administration which not only supplied credit but also an educational program which would aid these people to make the best use of their resources. The activities of the Farm Security Administration, however, also included credit and guidance to young tenants who had been, and were expected to be, bona fide farmers.

Migratory Labor

The discussion of rural-urban migration for Michigan would not be complete without refernce to migratory labor. The regions within Michigan in which this type of labor is of most importance are the main fruit regions of the State, and the main sugar beet producing areas of the State.

Fruit and sugar beets both have such heavy labor requirements during the growing and harvesting season that migratory labor has been about the only means of handling the crop during these periods. In 1941, however, the supply of labor available in southwestern Michigan was insufficient to harvest all of the current peach crop.

Migratory labor in the sugar beet region has probably been of greater concern to Michigan citizens than has the migratory labor in the fruit belt. Under the direction of Prof. J. F. Thaden, the Sociology Department of the Michigan State College has recently made a study of sugar beet field workers in Michigan.

Some of the following extracts from this unpublished manuscript are of particular interest.

"The production of sugar beets and beet sugar requires much hand labor, usually 70 to 75 hours per acre. The beet field work is divided into two periods—blocking, thinning, and hoeing from about the last of May to the last of July, and pulling and topping from about the last of September to about November 20. Most farmers expect field men of the sugar factories to secure beet workers for them.

"About 15 percent of the farmers, usually those with small acreages, do their own beet field work. Approximately 90 percent of the beet acreage is cared for by hired laborers, by about 13,000 persons, 56 percent of whom are migrants from Texas, all Mexicans; 5 percent are from other States, principally Illinois, Indiana, Ohio, Kentucky, and West Virginia, one-tenth of whom are Mexicans; and 39 percent are residents of Michigan, of whom one-fifth are Mexicans. In 1939, 59 percent of the gainfully employed beet workers were Mexicans. They are an increasing proportion of the beet-worker population annually.

"Of the Mexican migrants from Texas, 57 percent come from San Antonio and the other from 120 different communities. Approximately one-half had previous farm experience; however, very few had previous experience in beet fields. Some 7,600 were recruited in 1941 by the Acosta Employment Agency, a general agent for the Sugar Beet Growers and Manufacturer's Association and their employment committees in Michigan and Ohio. Applicants paid a registration fee of $1.50 which included a charge of 25 cents for the health examination for tuberculosis.

"Some 500 to 1,000 unsolicited Mexicans from Texas appear in Michigan factory areas each year and are given jobs in the beet fields. Some of them were rejected by the health examiner and so were not acceptable to the recruiting employment agency.

"Ages of beet workers from Texas ranged from 14 to 78 years. Their average age is 28.6 years. Their median age 23.8 years. Over 37 percent are under 21 years.

"Theoretically, farmers are supposed to house their beet workers. Very few can or do. If they cannot they are usually assessed 50 cents an acre to compensate the sugar company for supplying housing facilities. Nearly two-thirds live in company beet shacks, of which nearly one-half are portable. Nearly one-third live in vacant or abandoned farm houses leased by the sugar companies for the beet season.

"Average beet worker takes care of 7 acres. First-year workers are almost invariably given smaller acreages. The average worker earned $133 for his beet work in 1939 and 1940 during the 7-month period. His supplementary income for nonbeet work during slack periods averaged $10. Eighty to ninety percent could take care of considerably larger acreages than that assigned to them.

"Under the Sugar Act of 1937 the payment of fair and reasonable wages for beet workers is obligatory and is determined by the Government after hearings have been held. The schedule of payment was $11 for blocking, thinning, hoeing, and keeping beets free from weeds, payable when work is completed, and for topping, a certain amount per ton depending upon the yield per acre. As a matter of fact two-thirds of the beet workers in Michigan are not paid in full at the end of the weeding period. A hold-back of $2 is still commonly practiced.

"Almost universally credit is extended to Mexican migrants for transportation to Michigan and for groceries, household utensils, and beet tools.

"Mexican beet laborers are now examined in Texas for tuberculosis before they can register with the employment agency or agencies for beet work. In 1939 of 4,271 persons examined 101 were rejected, 81 for tuberculosis. In 1940, of 5,753 applicants examined 157 were rejected, 121 for tuberculosis. In 1941, of 7,597 persons examined 201 were rejected, 197 for tuberculosis.

"The spring of 1941 was the first time that there was little or no illegal transportation of beet workers from Texas by truckers. Eighteen hundred came by train, others in their own cars or trucks.

"In recent years most direct relief that has been given to needy beet workers by welfare relief agencies has been given to Mexicans who have established permanent residence. Most migrants return to Texas at the end of the harvest.

"The child labor provisions of the Sugar Act of 1937 is rather rigidly enforced so that child labor was practically nonexistent in beet fields last year.

"Three summer camps for children of migrant beet workers near Mount Pleasant, and at Alma and Blissfield, sponsored by the Home Missions Council of North America, is a wholesome influence, of religious, educational, and recreational nature on several hundred children."

Professor Thaden makes the following recommendations with reference to sugar beet field workers in Michigan:

"Every possible effort be made by beet growers and beet growers employment agencies to hire unemployed persons in Michigan, especially those residing in the principal beet-producing counties.

"No beet worker have less than 10 acres of beets so that his earnings will be not less than $190.

"All labor to be employed under contract.

"School census enumerators be compelled to fill out Form CA–LA accurately and completely when they take the school census, so that it will be possible to determine State or country of birth of migrant Mexican beet workers.

"Mexicans recruited in Texas be strongly discouraged from coming to Michigan if they have children under 14 years of age.

"Beet workers be paid in full at the end of the weeding period for work done.

"Communities, in which beets are grown, organize to conduct summer schools for children of migrant beet workers, similar to those sponsored by the Council of Home Missions.

"Migrant beet workers be strongly urged to return to their State at the end of the harvest season and not be permitted to live in company beet houses during the nonbeet season."

THE DEFENSE PROGRAM AND THE FARM LABOR SITUATION

In Michigan, labor is about 45 to 50 percent of the cost of operating the usual farm, not including interest on the investment. Thus, any program which affects the cost or availability of farm labor soon presents critical problems to the farm operator.

FARM LABOR SHORTAGE

As early as July 1940, many farmers began to sense the coming difficulties in the supply of farm labor. The demand for farm labor for the year remained about the same, but the supply began fast to diminish to the extent that the supply became insufficient to meet the demand. This trend has continued until in July 1941, the latest data available, the ratio of the supply to demand was 50.7 percent of normal. According to Crops and Markets of the United States Department of Agriculture, the situation in Michigan was the worst in the United States. Statistical data showing the trend in supply and demand of farm labor in Michigan from 1924 to July 1941 are shown in table 13. Cash wages have advanced an average of 30 percent, with the highest wages being paid in southeastern Michigan.

TABLE 13.—*Farm labor: Michigan supply and demand, 1924–41* [1]

Year	January			April			July			October		
	Supply	Demand	Ratio [2]	Supply	Demand	Ratio [2]	Supply	Demand	Ratio [2]	Supply	Demand	Ratio [2]
1924	69	82	84	67	79	85	85	80	106	87	86	101
1925	92	83	111	87	83	105	87	82	106	82	88	93
1926	85	80	106	80	83	96	74	86	86	73	87	84
1927	------	------	------	83	81	102	85	86	99	84	82	102
1928	------	------	------	93	82	113	88	86	102	82	87	94
1929	------	------	------	87	86	101	84	87	97	85	85	100
1930	99	73	136	106	77	138	114	78	146	118	69	171
1931	130	61	213	125	66	189	120	72	167	126	61	207
1932	139	53	262	150	57	263	139	63	221	142	63	225
1933	147	53	277	152	54	281	126	70	180	122	69	177
1934	115	59	195	109	73	149	106	74	143	106	74	143
1935	108	67	161	102	78	131	96	86	112	89	90	99
1936	94	78	121	89	87	102	77	92	84	75	91	82
1937	76	85	89	73	92	79	66	97	68	69	97	71
1938	95	79	120	102	81	126	96	85	113	91	85	107
1939	95	78	122	94	81	116	90	89	101	89	88	101
1940	95	84	113	93	85	109	85	91	93	80	93	86
1941	79	90	88	64	97	67	50	98	51	------	------	------
Average (1930–39)	110	69	170	110	75	157	103	81	134	103	79	138

[1] Supply and demand as a percentage of normal.

[2] Ratio of supply to demand.

Data from 1934 and 1941 annual crop reports for Michigan.

MIGRATION OF LABOR FROM MICHIGAN FARMS

It is difficult to report statistically the actual extent of the migration from Michigan farms to industry because representative records have not been kept. An analysis of the records of the State employment service would not give a correct idea of this movement since most farm boys and hired men have moved directly from the farm to the job and they did not register with or go through the State employment service. Able farm boys and hired men have readily obtained employment in the nearby urban industries at rates beginning at 65 to 85 cents per hour and many soon had their wages increased to $0.90, $1, and $1.25 per hour.

The lack of farm labor is critical in most regions of the State, and particularly so in southeastern Michigan. High city wages have drawn many able-bodied men to the city. The Work Projects Administration has not helped the farm labor situation in the past, although in the summer of 1941 its rural program was modified so as to permit a better coordination with farmers. The conscription of young men on the farm has still further depleted the farm labor supply.

Farmers are confronted with three major problems: (1) Increased wages for farm help; (2) inability to obtain sufficient help, particularly seasonal labor, at almost any price they could afford to pay; and (3) getting help of such a quality as to be useful on the farm.

AGES OF HIRED LABOR

During the last half of 1940 and through 1941 there has been a decided tendency for available farm help either to be older men from 50 to 65 years of age, or boys, or others not so well suited to jobs in urban industry. One prominent southern Michigan farmer writes the following with reference to his 1941 hired help: "Good help cannot be found. There are none in this neighborhood. My man is 65 years old and I hire a school boy as extra help after school and on Saturdays. My neighbors are doing the best they can without help." This statement is typical of the statements of many other farmers on the labor situation in southern Michigan.

Contemplated Changes in Farm Business as Result of Defense Program

In the spring of 1941 a survey was made by the farm management department of the Michigan State College in an effort to determine the changes planned by farmers in the conduct of their farm business. Some of the changes reported by the different farmers were as follows:

1. More power and more machinery:
    - (*a*) Larger power and machinery units.
    - (*b*) Buy tractor equipment.
    - (*c*) Buy general purpose tractors.
    - (*d*) Replace horses with tractors.
    - (*e*) Buy a combine.
    - (*f*) Buy a pick-up baler.
    - (*g*) Use more rubber-tired equipment.
    - (*h*) Buy a milking machine.
2. The farm operator to do more of the work himself.
3. Eliminate the hired help. Operator and family to do the work.
4. Do less work outside the farm.
5. Have more exchange work with neighbors.
6. Let the poorer land lay idle.
7. Produce more acreages of crops which require less labor, such as hay and pasture, and smaller acreages of grain and row crops which require more labor.
8. Reduce labor requirements by keeping fewer dairy cows, and more beef cattle, sheep, and hogs.
9. Increase the dairy herd.
10. Farm more land.

Most of the changes are planned with the thought of reducing labor requirements. In some instances the changes also involve a decrease in the volume of business, others plan to maintain production, whereas still others contemplate the expansion of the volume of production.

Some of these proposed changes, such as the purchase of new machinery, may seriously increase the debt load on some farms. This is a situation to be avoided unless there is a reasonable chance of paying off the debts within the next 2- to 4-year period.

CONCLUSION

The migration of labor within the State of Michigan between rural and urban areas as well as the interstate migration presents many problems of adjustment of current interest and particularly so for the post-war period. It should receive the attention of planning and other groups interested in present and post-war adjustments.

Within the past 12-month period, (1) cash farm wages have increased an average of about 30 percent in Michigan; (2) through migration to the city, seasonal farm labor, aside from the migratory labor, has become practically nonexistent; (3) farmers have lost many of their year help; (4) much of the help that remains is not of the quality most desired on farms.

During the same period and together with the difficult labor situation, farmers of Michigan have been asked to increase their production of essential food products about 15 percent. Prices of such Michigan farm products as butter, eggs, poultry, pork, and beans have been supported by the Federal Government in order to encourage the increase in food production. Most farmers are doing their utmost to supply the additional food required.

Michigan farmers are attempting to carry on and do their part in the food-production program by many different means, some of which are as follows: (1) Increased mechanization of their farms as a means of reducing labor requirements; (2) by working harder and longer hours; (3) more help on the farm by the family; (4) more exchange of work between neighbors; and (5) making more efficient use of hired labor.

The increase in mechanization means decidedly fewer job opportunities on the farm during the post-defense or the post-war period. The problem then presents itself as to by whom and in what places will the slack be absorbed. It is my opinion that farmers and agriculture in general have done more than their share in taking up this slack in the past. It is my opinion that they will not either be able or disposed to continue such a procedure in the future.

Safeguards in the nature of rural land zoning need to be set up at an early date. This will help to avoid the mistakes of the past in the settlement, mostly temporary, of our marginal and nonagricultural lands.

EXHIBIT A.—ACTION PROGRAM TO IMPROVE MICHIGAN FARM SITUATION

RECOMMENDATIONS BY PROF. E. B. HILL, FARM MANAGEMENT DEPARTMENT, MICHIGAN STATE COLLEGE

The following suggestions relate to an action program with reference to labor migration and its effect on the present as well as the future of the agriculture of Michigan:

1. *More complete utilization of local labor.*—Although this would undoubtedly be difficult for complete accomplishment, yet much could be done by way of an educational program and the more complete use of employment service facilities toward this end.

2. *Rural and urban zoning.*—Impetus should be given to zoning in order to (a) direct and guide the development of new settlements and communities in the open country and in the areas immediately adjoining the larger cities and (b) to guide the anticipated post-defense or post-war migration to the country. This would endeavor to guide the migrants to better land and better locations, thereby avoiding isolated settlers and settlement on marginal and submarginal lands.

3. *State employment service, more complete service.*—The State employment service should give added attention and assistance to agricultural laborers for farm service and to the needs of farmers. In addition, the State employment service or the Farm Security Administration could make a trial of serving as a central clearing house for landlords and tenants.

4. *Prices of agricultural products.*—Prices of farm products should be such as will permit the producer of food to compete on the labor market for farm labor.

5. *Educational program.*—An educational program which will show to possible migrants from farm to city and from city to farm the disadvantages as well as the advantages of their proposed move. Information should be presented as to what happened before, during, and after the last World War.

TESTIMONY OF PROF. E. B. HILL—Resumed

Mr. CURTIS. This committee is charged with a study of the migration of people. We would like to know what has been the nature of the rural-urban movement within Michigan during the past few decades.

RURAL-URBAN MOVEMENT WITHIN MICHIGAN

Dr. HILL. I would say, to begin, that between 1920 and 1930, for the most part, there was a definite movement from the country to the city. That continued up until about 1927. From 1927, that movement slowed down a little bit, and by 1933 or 1934 there was a net movement to the country from the city; so, in general, there was a movement from the country to the city during the 1920's and from the city back to the country during the 1930's—the early 1930's, at any rate.

Mr. CURTIS. Was this movement in the early 1930's from the city back to the country primarily composed of farmers, or of people just seeking a place to live on smaller tracts of land?

Dr. HILL. It was probably both; that is, there were city people seeking places to live on the smaller tracts, and also farm folks, sons or duaghters, for example, who went back to their homes.

Mr. CURTIS. Has the long run population movement drained off surplus labor from the farm?

Dr. HILL. It has not drained off farm labor except during the last 12 months. That is about the period when it has been serious. In general, the amount of necessary farm labor has been fairly well maintained, with certain fluctuations, up until about the last 12 months.

EFFECT OF AUTOMOBILE INDUSTRY DEVELOPMENT UPON AGRICULTURE

Mr. CURTIS. Has the development of the automobile industry in Michigan in any way affected Michigan's agriculture?

Dr. HILL. Yes. I think it has made it just a little bit tougher for farmers who are in the immediate vicinity of industrial cities like Flint and Pontiac and Detroit, from the standpoint of getting and keeping labor.

Mr. CURTIS. Has it changed their type of farming?

Dr. HILL. Yes, sir.

Mr. CURTIS. In what way?

MORE INTENSIVE FARMING

Dr. HILL. We have had a more intensive type of farming. The population of the State has just about doubled since 1910, and that has meant an increase in demand for dairy products, and for poultry and eggs and vegetables and fruits.

Mr. CURTIS. All of which calls for more labor?

Dr. HILL. Yes, sir. There has been quite an intensification of agriculture in the State of Michigan, which has called for more labor, and to offset that there has been a mechanization, which to a certain extent has released labor and made it possible to do this more intensive job.

MECHANIZATION

Mr. CURTIS. Is mechanization on the farm still increasing?

Dr. HILL. Very decidedly, particularly during the last 15 years, and I would say it has been speeded up tremendously during the last 12-month period.

Mr. CURTIS. How do you account for the speed-up in the last 12 months?

Dr. HILL. Because of the increasing difficulty of obtaining satisfactory farm labor and the higher wages that are necessary to pay farm labor.

Mr. CURTIS. Has that been true of the so-called family-size farm as well as the larger enterprises?

Dr. HILL. I would say so, because I think most of our family-size farms would employ help in addition to the family, at least for a 9-month period. On the larger farms, those with over 100 acres of tillable land, the mechanization has been speeded up because of the difficulty of getting good labor and the higher price for labor.

Mr. CURTIS. How is the priority system affecting the farm-machinery situation?

FARM MACHINE SHORTAGES

Dr. HILL. The only comment that I can give on that is a telephone conversation I had with one of the distributors in the State, on the matter of corn pickers. A corn picker is a relatively new machine, as far as Michigan is concerned. And this distributor's statement was that they couldn't get enough corn pickers this year to fill the demand.

As to other machines, say a pick-up hay baler, which is also a relatively new type of machine but which has come into Michigan in relatively large numbers in the past 12 months, his statement was that they couldn't get enough of the hay balers to fill the orders this year; and apparently this one concern was not able to get all the tractors that they could use in filling their orders.

Mr. CURTIS. Do you have much small-grain farming here in Michigan?

Dr. HILL. Not as much as you would have, say, in Illinois. Ours is mostly a general type of farming, with dairying as the major enterprise, and with the small grains as a supplementary enterprise, primarily for feed crops, for dairy cows and horses and cattle and sheep. We don't sell much small grain.

Mr. CURTIS. You did not run into the difficulty of securing steel bins this year?

Dr. HILL. Not as far as I know.

Mr. CURTIS. That was a very major problem in the small grain country.

Dr. HILL. I understand it was.

MECHANIZATION AS AFFECTING JOB OPPORTUNITIES

Mr. CURTIS. What are the future complications resulting from the trend toward mechanization? What effect will this mechanization have on farm labor when and if the emergency ends?

Dr. HILL. That is a little difficult to say definitely. It can't help but affect the job opportunities that exist in the country. There will be fewer of what you might call useful full-time job opportunities as a result of this increased mechanization. When there is a surplus of labor, following any cessation of our defense program, we can't help but have that situation, so far as I can see.

Mr. CURTIS. Will it inject a personal factor into the picture?

Dr. HILL. Yes.

Mr. CURTIS. Do farmers ordinarily think these labor-saving devices are costly? Do they resort to them as a matter of choice, or because of the shortage of labor at high prices?

Dr. HILL. They have done it for both reasons. Some types of help can be most efficiently used on a mechanized farm. It is becoming increasingly difficult to get a man who is good with horses. So, to some extent, it is a desire on the part of the farmer to make more efficient use of labor.

It has also been reported to me that farmers have found it necessary to get some of this mechanized equipment to satisfy their hired help. In other cases it is an actual shortage of help that has made it necessary for the farmer to get some of these labor-saving devices.

LABOR PIRACY IN AGRICULTURE

Mr. CURTIS. Do you have anything to say about labor piracy in agriculture?

Dr. HILL. I suppose you mean hiring away—one farmer hiring away from another, or farmers in one region hiring labor from farmers in another region?

Mr. CURTIS. Yes. What I had in mind was the practice of going out and bidding for the farmer's labor, taking it away from him, either by other farmers or by industry.

Dr. HILL. There is a small amount of it going on, I suppose. Naturally some farms are a little larger than others, and a little more efficiently operated, and they would be able to pay a man a little more. But there is not much of that. I have not heard of much soliciting of these folks, or interviewing them and attempting to have them take other jobs. If a young man, a farmer's son or hired man, learns of a job in the city, he pretty much takes that of his own free will.

Mr. CURTIS. Are family-size farms increasing or decreasing in number?

Dr. HILL. There has been no particular trend.

I was very much interested in making an analysis of the results made available by the last census. That indicated that in the average size farm in Michigan, taking all the farms together, there has been very little change in the number of acres. But if you break that down by size groups, as is done by the census, by acre groups, you find in certain regions of the State, particularly in the fruit and truck growing regions, and in those adjacent to the industrial centers, that there has been a decided increase in the number of small farms, part-time farms.

INCREASING NUMBER OF SUBSISTENCE FARMS

They might be called part time or subsistence farms, usually under 10 acres, but they may be somewhat larger.

In some of our agricultural counties in the southern part of the State, which is nearer the Corn Belt, and in the central part of the State, away from the industrial areas, the increase in the number of small farms is not so marked. There has also been an increase there in the number of large farms, say over 250 acres. But practically all of these farms are what we would call family-size.

I think there are only something like 900 farms in this State that have in excess of 500 acres, and many of those are in the cut-over regions, in which the amount of tillable land is not excessive. They still would be called family-size.

Mr. Curtis. Has the recent employment created by the establishment of defense plants here in Michigan aggravated the shortage of farm labor?

Dr. Hill. Very decidedly; from all the evidence I can gather by talking with farmers, that is my own personal impression.

SUPPLY OF FARM LABOR 50 PERCENT OF NORMAL

The United States Agricultural Marketing Service, in their crop and livestock reporting division, through their crop reporters get information of that sort, and the report for July was that the supply of farm labor in relation to the demand was, as they designated it, 50 percent of normal in Michigan, and that was the lowest of any State in the Union.

Mr. Curtis. Are the part-time farmers leaving their farms and getting these jobs too?

Dr. Hill. I haven't made an exact study of that. What I can tell would be only my impression.

It has been my observation that these part-time farmers, as soon as they get a job, forget about their farms. Many leave some member of the family to carry on the work on a reduced scale.

Mr. Curtis. In other words, they carry that farm as sort of a cushion against unemployment, and a place to go to in order to escape the high living cost of the city when they do not have work?

Dr. Hill. Pretty much. Even when they are unemployed they don't have the equipment nor the livestock to resume farm operations on a part-time basis; and in many cases don't have the finances or the knowledge of how to operate the place if they wanted to.

An educational program is needed for them when they start in, and some of that has to be done by the Farm Security Administration.

Mr. Curtis. Is the defense program altering the nature of agricultural migration in Michigan?

DEFENSE PROGRAM INCREASES URBAN MIGRATION

Dr. Hill. I would say that it is speeding up this migration from the farm to the city. It seems to me that is the only explanation for this terrific deficiency in the normal supply of farm labor.

Mr. CURTIS. When the Farm Security Administration places people on small farms as part-time farmers, perhaps they are short in equipment and knowledge and livestock, from the viewpoint of agriculture; but would you want to venture an opinion as to whether that is a good thing to do, in view of the alleged surpluses of farm products?

SEES NO ADVANTAGE IN SUBSISTENCE FARMING

Dr. HILL. It represents no particular advantage to agriculture, as far as I can see.

Mr. CURTIS. Is it a disadvantage?

Dr. HILL. To the extent that it contributes to the excess production and to added costs in rural communities, it would be.

Mr. CURTIS. Would that land go unfarmed if Farm Security didn't help these people?

Dr. HILL. Perhaps, for a short period of time.

Mr. CURTIS. But the choice land would not go unfarmed, would it?

Dr. HILL. No, the choice land would not.

Mr. CURTIS. Only the submarginal land goes unfarmed?

Dr. HILL. Submarginal land or small acreages that don't lend themselves very well to the present mechanized set-up.

MIGRANT FARM LABOR DEEMED NECESSARY

Mr. CURTIS. Can you say whether the farmers in the southwestern fruit area have adjusted their economy to the existence of a large supply of southern migrant labor to the point where such supply is essential?

Dr. HILL. Yes; it has been more or less a natural thing in the past, and it hasn't created any unusual situation. It has just gradually developed to a point now where the migratory labor, seasonal labor, is definitely necessary.

Mr. CURTIS. And some of those people come from deep down in the South, do thay not?

Dr. HILL. Yes; many of them come long distances.

Mr. CURTIS. Are they colored?

Dr. HILL. There are some colored. I don't know what percentage is colored. A lot of them come out of the cities—young folks, high school boys or boys of college age.

Mr. CURTIS. What do they use them for?

Dr. HILL. The whole range of production, but primarily for picking operations.

Mr. CURTIS. What fruits do you grow down there?

Dr. HILL. In the southwestern part of Michigan, apples and peaches are the big crops.

Mr. CURTIS. Berries, too?

Dr. HILL. Berries; yes, sir.

Mr. CURTIS. Potatoes?

Dr. HILL. Not many potatoes. Quite a little bit of vegetable farming in there, and farther north, along the lake shore, cherries. In the south it is a more diversified production.

Mr. CURTIS. Did the usual number of migrant workers come up this year?

ANTICIPATED FARM LABOR SHORTAGES

Dr. Hill. I couldn't say as to that. Last week I had occasion to talk to a member of the State land-use planning committee from Berrien County, and he said this year, in his opinion, they would not be able to harvest all of the peaches, because of the lack of sufficient labor. They had a large peach crop this year, and maybe even a normal supply of labor wouldn't have been able to harvest it.

Mr. Curtis. Some of it will go unharvested?

Dr. Hill. That is what I understand.

Mr. Curtis. Do you know of any other instances of crop loss because of lack of farm labor?

Dr. Hill. No, I do not, because our harvesting season for the most part is just starting in now. It is starting in with beans. However, I don't think there is any great suffering as far as the grain crops are concerned, because so many farms are mechanized for grain harvest.

We are just entering into the harvesting of crops like beans and sugar beets, and they will be coming in shortly, say in another few weeks. In potatoes and corn it is possible that in some locations there might be some spoilage, because of lack of ability to harvest them on time. The harvest will have to be drawn out over a longer period, and more work will have to be done by the farmer and his own family.

W. P. A. AND FARM LABOR

Mr. Curtis. What is the situation in regard to the W. P. A. and farm labor? Will able-bodied people employed on W. P. A. accept farm labor?

Dr. Hill. That has been a pretty sore spot with the farmers in Michigan, as it has with farmers in other States, in the first place, because of the fact that if these workers on W. P. A. did accept a farm job, they would have difficulty getting back on the W. P. A. rolls.

Now, since about midsummer the W. P. A. arrangement has been modified in an attempt to make a large number of these folks in the country available for farm labor. This is what the W. P. A. people tell me, at any rate. They say if they don't accept the farm labor at the going rates, then they are taken off the W. P. A. rolls.

I don't know how much that has helped in agricultural regions, but it is certainly a step in the right direction, at any rate.

Mr. Curtis. Do the rank and file of W. P. A. laborers like farm work?

Dr. Hill. Probably not. I would imagine not.

Mr. Curtis. Do the farmers consider them good hands?

TYPES OF LABOR AVAILABLE

Dr. Hill. Many farmers are this season having to accept almost anybody who will work, whether they are good hands or not. You see they are not quite so choosey as they have been before. A large part of farm labor is older men who are not considered adaptable to industry, and there is also quite a proportion of youngsters who are doing farm work. While a good many of the individuals who are on W. P. A. would not be good farm hands, they could do certain operations, and that would be my answer to your question. I think it varies, of course, in different counties, as to the quality of the W. P. A. help.

Mr. CURTIS. As a matter of fact, while the W. P. A. was originally supposed to be a works program for able-bodied people, due to many causes it has got to a point now where they are less able-bodied and less qualified, isn't that true?

Dr. HILL. That is right at the present time. Of course, in some cases, some of our part-time and subsistence farmers went on W. P. A., and some even, as I understand it, diminished the scope of their agricultural operations to some extent, so they would have less to do. But those men would have some training in agricultural work.

EFFECT OF PRIORITIES ON FARM MACHINERY

Mr. OSMERS. Professor Hill, as I understand it, the Office of Price Administration—Mr. Henderson's office—has allowed the manufacture of farm machinery and related products to go ahead full blast, has it not, in the manufacture of tractors and farm implements?

Dr. HILL. That question I couldn't answer. I don't know. The only statement I could make is the one I just made, in which I quoted a local dealer for the John Deere Plow Company, who told me he couldn't get all the supplies he wanted.

Now, there might be shortage in some particular types of equipment that were almost available. For instance, they could get the tractors, with the exception of a magneto. As I understand it, there was a shortage, because they could not get all the types of farm machinery that they need.

Mr. OSMERS. I have been informed that Mr. Henderson is allowing the production of farm trucks from one and one-half tons upward in capacity, but that he has curtailed the production of trucks under one and one-half tons. Is that your understanding?

Dr. HILL. I could not answer that.

EFFECT OF CURTAILMENT OF SMALL TRUCK PRODUCTION

Mr. OSMERS. Let us assume for the moment it is true. Would the Michigan farmer be seriously affected by a lack of supply of trucks of less than one and one-half tons in capacity? Do they use many trucks of that type?

Dr. HILL. Yes; I suppose the most common farm truck would be probably less than one and a half tons capacity.

Mr. CURTIS. Above that you get into commercial vehicles?

Dr. HILL. Yes. The great majority would be around 1½; and I presume if curtailment in the production of smaller sizes was continued over a very long period, it would work some hardship, although if the larger trucks were available for complete service in the country, most farm products could be handled by the larger trucks.

Mr. OSMERS. The difference in the cost of a ¾- or a 1-ton vehicle and a 1½-ton vehicle is considerable. On a one-family farm, if there was a difference of three or four hundred dollars in the cost, would it not upset the finances of that family for possibly 2 years if they were forced to buy the larger truck?

Dr. Hill. That is right.

Mr. Osmers. And it might lead to a serious situation.

Would you say it would be advisable, in view of the Nation's desire to produce large quantities of food as efficiently as possible, that we should, as a government, allow the farmer to buy all sizes of trucks that he needs?

TRACTORS MORE IMPORTANT THAN TRUCKS

Dr. Hill. I suppose that would be the logical deduction. However, in Michigan, farm trucks are not as important as are tractors. I think there are something like 30,000 trucks on farms in Michigan, as compared with 66,000 tractors.

Mr. Osmers. You made a statement, in response to my first question, that at least in one instance one tractor manufacturer—I believe John Deere was the name—had been unable to keep his delivery schedules because of the lack of tractors.

Dr. Hill. Yes.

Mr. Osmers. Do you think I am correct in making the assumption that O. P. A. C. S. has told the tractor people to go ahead and make all the tractors they wanted to, but didn't let them have all the materials that they needed to make them?

Dr. Hill. Yes.

The Chairman. Thank you very much, Professor Hill. We appreciate your coming here and giving us this testimony.

At 1:30 there will be a panel before the committee from the automobile industry.

The committee will stand adjourned at this time until then.

(Whereupon, at 12:30 p. m., the hearing recessed until 1:30 p. m., the same day.)[1]

---

[1] Resumption of the hearing, with the testimony of Earl E. Raymond as the first witness on Wednesday afternoon, September 24, and with all other testimony taken at the hearing through that day and to the conclusion of the Detroit hearings on Thursday, September 25, appears in pt. 18, Detroit hearings (Industrial Section).

INTRODUCTION OF EXHIBITS

(The following were among exhibits submitted to the committee from various sources not represented by witnesses, and were entered as a part of the record of the Detroit hearings.[1] The exhibits grouped in this volume, Nos. 48 to 59, deal exclusively with the subject of agricultural migration in the area. Nos. 1 to 47, taking up the various phases of industrial or urban migration; are published in part 18, Detroit hearings (industrial section).)

---

[1] See pt. 18, Detroit hearings (Industrial Section), p. 7544.

EXHIBITS

Exhibit 48.—Diphtheria Outbreak Among Mexican Migratory Workers in Saginaw County, Mich.

REPORT BY DR. V. K. VOLK, COMMISSIONER OF THE SAGINAW COUNTY DEPARTMENT OF HEALTH

On August 10, 1941, at 5:40 p. m., Dr. John W. O'Neill, of St. Charles, brought Pauline Garcia, aged 1 year, to the contagious unit of Saginaw County Hospital, with a clinical diagnosis of laryngeal diphtheria. The baby was very toxic and breathed with difficulty. Dr. Walter Slack, local ear, nose, and throat specialist, performed a tracheotomy but the child died before the operation was completed. Positive laboratory findings confirmed the diagnosis of laryngeal diphtheria.

Investigation revealed that the child had been sick about 7 days, having developed illness about 2 or 3 days after coming to Saginaw County. To our knowledge, the family had not sought medical care until the afternoon of August 10, when the condition was very grave; Dr. O'Neill brought the child to the hospital immediately.

We failed in our attempt to discover the source of infection. The home conditions were most undesirable, so all 14 contacts, who lived in a 1-room house, were hospitalized at Saginaw County Hospital for the purpose of finding and isolating the diphtheria carriers. Even though crowded hospital facilities made it necessary to house some of the Mexicans in a storeroom, this procedure was deemed wisest not only because of poor housing conditions, but also because it would have been impossible to break the contacts of these people with other groups of Mexicans who live nearby.

Throat cultures were taken daily and in this group of 14, 8 were at one time or another found to be carriers. Four were still hospitalized on September 5. Attached is a list of these 14 Mexicans. The entire group has been Schick tested. Only 3 were Schick positive; but all have received one-half cc. of alum precipitated toxoid to build up their diphtheria immunity.

With the help of the local priest, who speaks Spanish, we were able to learn that in May 1941 this group came from San Antonio, Tex., to Huron County to work in the sugar-beet fields near Sebewaing. They remained in Huron County until August 2, when they came to Saginaw County to work in the pickle fields, and were assigned a house about 5 miles south of Hemlock in which to live.

Enclosed are pictures dealing with the situation.[1]

14 Mexicans hospitalized at Saginaw County Hospital, after discovery of a diphtheria case in the home, August 1941

Pauline Garcia	Diphtheria.
Candelaria Garcia	Diphtheria carrier.
Melchora Garcia	Do.
Eva Garcia	Do.
Consulo Sefeuntez	Do.
Juan Hose Rodriquez	Do.
Manual Sefeuntez	Do.
Jesus Rodriquez	Do.
Guadalupe Garcia	Do.
Dominga Rodriquez	Diphtheria contact.
Josephine Sefeuntez	Do.
Juanita Garcia	Do.
Erene Sefeuntez	Do.
Joe Garcia	Do.
Valentine Garcia	Do.

---

[1] See photograph section in this volume.

Report of an Epidemic of Diphtheria in a Mexican Migratory Labor Colony Near Blissfield, Lenawee County

By Dr. T. M. Koppa, Epidemiologist, Michigan Department of Health

The Michigan Department of Health was notified by the health officer of Blissfield township on August 12, 1941, that an outbreak of diphtheria had occurred in a migratory labor camp owned by the Great Lakes Sugar Co. Inasmuch as Blissfield does not have the services of a full-time health department the health officer urgently requested aid from the Michigan Department of Health. The individuals were working in potato and tomato fields in the vicinity but were allowed to live on in the camp during the sugar-beet off season.

A trip was made to the camp to confirm the diagnosis and obtain cultures on the cases, suspected cases, and immediate contacts. A culture previously taken by Dr. E. V. Tubbs, Blissfield health officer, was brought back to Lansing and the diagnosis immediately substantiated bacteriologically. At the time of the first visit seven individuals were clinically ill; one of them was dying. This latter individual had not had medical care until 5 days after onset of the disease. After the laboratory confirmation, the entire camp was immediately quarantined and inasmuch as 246 people were exposed it was necessary to ask the sheriff's department and State police to maintain the quarantine on the entire camp. The following day the Michigan Department of Health mobile laboratory was sent and cultures were taken from the throat of each person in the quarantine area. The bacteriology was done on the grounds in the trailer laboratory and within 18 hours all individuals found on examination to carry diphtheria organisms were placed in isolation in a separate building away from the colony proper. In the case of children, adults accompanied them to look after their care. Forty thousand units of antitoxin, however, were given to each patient. At the same time the cultures were being taken, all children under 14 years of age were given toxoid. Toxoid was administered rather than antitoxin in order that permanent immunity might be started, and to avoid sensitizing individuals who later if they developed diphtheria would need antitoxin. Those adults who were found to have a negative throat culture were allowed to leave the camp to work provided they arranged some other place in which to live.

After the quarantine had been in effect for 7 days the entire colony was again recultured to determine if there were any more carriers of the disease. None was found and the quarantine on the camp was released. The building, however, in which cases, carriers, and contacts were housed was and is still under quarantine until such a time when all throat cultures will be negative.

Up to September 12, there have been 12 clinical cases of diphtheria and 17 carriers have been discovered. After the camp quarantine had been lifted, two new cases of diphtheria developed, indicating that the quarantine of the isolation house was being broken. The entire camp was then recultured, and six new carriers were found. One man who visited a movie theater was jailed for violating quarantine.

Report of an Epidemic of Diphtheria Among Mexican Migratory Workers in Saginaw County

By Dr. T. M. Koppa, Epidemiologist, Michigan Department of Health

A trip was made to Saginaw County on August 21, 1941, at the request of Dr. Volk to determine whether or not the case of diphtheria occurring in that county in Mexican migratory labor could be traced to the diphtheria outbreak in Blissfield. The fact that diphtheria occurred in Mexican populations, in two different parts of the State at the same time, was suggestive and because of this an investigation was undertaken.

The outbreak occurred in four families who had come directly from San Antonio, Tex., last May to Sebewaing in Huron County to work in the beet fields in that area. They remained in Huron County until August 2 when they came to Saginaw County to work in the pickle fields. The four families lived in a one-room house 5 miles south of Hemlock. Two days after coming to Saginaw County one of the babies, 1 year of age, became ill. She had a sore throat, sores on her lips, and could not swallow. Five days later they took the child to Dr.

John W. O'Neill at St. Charles and upon examination the child was sent to the Saginaw County Hospital. She died there of laryngeal diphtheria several hours after admission. An emergency tracheotomy was performed to no avail. The contacts of this patient were immediately isolated in the Saginaw County Hospital garage and cultures were obtained from the entire group. At the same time toxoid was administered to the contacts. The individuals who had a positive throat on culture were taken out of the garage and isolated in separate rooms in the hospital. However, because of the severe crowding in this hospital some patients had to be discharged and others had to double up to make room for the Mexican individuals in isolation. Those contacts with a negative throat, eight in number, were confined to the garage where it was necessary to provide sleeping and eating quarters.

After a thorough questioning of all the individuals concerned in this outbreak no contact could be established between this group and the group in Blissfield and we are reasonably certain that they were separate outbreaks.

REPORT OF BACILLARY DYSENTERY IN VAN BUREN COUNTY

By Dr. T. M. Koppa, Epidemiologist, Michigan Department of Health

The bureau of epidemiology was notified on June 20, 1941, that an outbreak of diarrhea had occurred in Van Buren County. A telephone call was placed to Dr. M. R. French, director of the county health unit, who informed us that 11 cases had been reported and 1 death had resulted from the outbreak.

The department's mobile laboratory was sent to the field and an investigation was begun on June 21 with the assistance of Mr. William Ferguson and Mr. Robert Smith of the bureau of laboratories.

Attached hereto is a list of the cases by dates of onset, age, short history, and location. The first case reported had its date of onset on the 9th of June followed at intervals by the other cases. The individual who expired became ill on June 13, had little or no treatment, and was dead on admission to the hospital June 17. Eighteen of the cases were found in one camp and two in another camp. Frank disease was found only in the migratory workers, but upon investigating in the surrounding villages it was learned that diarrhea had been widespread and the majority of the natives had a mild attack this season.

In the migratory camp, where most of the clinical cases had occurred, sanitation is poor. The migrant workers and families live in shacks or tents with no screening and no isolation. Toilet facilities are provided for by two privies, but these are in such bad condition that they are almost useless. In fact, fields are used as often as the privies for sewage disposal.

The well is a 17-foot dug type with a board covering. The cover obviously is not waterproof, and surplus water drains directly back into the well. Upon questioning, it was learned that the entire colony bathes, washes dishes, clothes, and diapers at the well allowing all the drainage to go back into the well water. A common drinking tin cup is hung in a convenient place.

The logical hypothesis in this epidemic is that the infection was originally brought into this camp and county by one or more carriers of the Flexner type of dysentery organism and spread to the migrant workers through the media of water, feces, flies, and personal unhygienic habits. The flies may have brought the infective organism from the privies to the food where one or more individuals were infected. In those cases where the mother was infected she transferred the infection to the family with her hands in preparing the food. The diapers were washed at the well and consequently into the well incriminating this source. With so many channels of spread it is impossible to determine which was responsible for the greatest transmission, but it is entirely probable that all factors entered into it.

Proper sanitation is needed to break the chain of infection between feces and mouth. The farmer who owns the camp promised to repair the privies, make a concrete top for the well, and provide screens for houses "if possible." However, his is but one of many such migratory labor camps and for him to clean up means relief from dysentery only on his farm but not on the others. The solution is a migratory labor camp built on sound principles of sanitation and housing.

Clinical cases of dysentery discovered in Van Buren County, June 1941

Name	Age	Onset	Symptoms
Laverne Wallace		June 9, 1941	Diarrhea, 4 or 5 days.
Owen Walford	32 years	do	Diarrhea, fever 3 or 4 days.
Roy Williams	2 years	June 11, 1941	2- or 3-day diarrhea.
Ella Lansford	50 years	do	Diarrhea.
Clayton Walford	34 years	do	Cramps, diarrhea (in bed).
Raymond Walford [1]	1 year	June 13, 1941	Diarrhea (hospitalized, June 17, 1941).
Harold Gobell [1]	2 years	do	Diarrhea (hospitalized, June 17; died June 17).
Alice Gobell [1]	do	do	Diarrhea (hospitalized, June 17).
Mrs. Bessie Walford	32 years	June 16, 1941	Sick, nausea, old pain.
Joan Walford	3 years	do	Vomiting, diarrhea.
Linda Wallace	15 months	June 18, 1941	Diarrhea (nursing).
J. W. Walford	10 years	June 19, 1941	Diarrhea, vomiting, fever.
Bertha Walford	12 years	June 23, 1941	
Norma Nichols	15 years	do	
Flossie Johnson	17 years	do	
Jenny Walford	7 weeks	do	
Georgia Wallace	16 years	do	
Bill Hart	27 years	June 25, 1941	
NOTE.—The above cases are all on the Otis Klett farm (Keeler Township).			
Marcella Easton	15 months	June 18, 1941	Diarrhea 3 days.
Mrs. Vedis Easton		June 16, 1941	Diarrhea.
NOTE.—The above cases are on the Kenneth Robertson farm, Hartford Township, section 35. Dr. F. N. Williams of Hartford is the physician.			

---

[1] Dr. Hall, of Hartford, is the physician on these 3 cases.

REPORT OF TEXAS PROGRAM FOR EXAMINATION OF MIGRATORY SUGAR BEET WORKERS

By Dr. T. M. Koppa, Epidemiologist, Michigan Department of Health

After preliminary arrangements with the State and city authorities of Texas, the examination program was begun on April 6, 1941, on somewhat the same lines and arrangements as in the 2 previous years. The examination center was set up in a large room adjacent to the employment offices of the sugar-beet companies. This room was partitioned to provide for a dark room for the use of the fluoroscope, with a dressing room on either side. Groups of males and females were admitted alternately for examination and after the name, age, sex, and address were typed on an identification card and master roster, each person was assigned a number and thumb printed. They were then sent to the dressing room where they removed their clothing to the waist and passed into the fluoroscopy room where an examination of the chest was made. After completion of the fluoroscopic examination they proceeded to the next room where they dressed, and where, if suspicion was aroused for some reason or other, they were inspected for venereal disease.

If the candidate passed the examination, he was given his indentification card which was, in effect, a pass into the employment office because no individual could be employed unless he had passed the examination. After being employed, he journeyed to Michigan by train or private car carrying the identification card with him. If pulmonary tuberculosis was found, the applicant was rejected and the identification card was not given to him. The results of the examination were recorded on the back of the identification card.

Table 1 shows that in 1939 there were 4,271 individuals examined, 81 of whom were found to have pulmonary tuberculosis. It will be noted that 40.75 percent of the cases found had minimal lesions, 40.75 percent were moderately advanced, and 18.5 percent far advanced. The incidence in the number examined was 1.89 percent or a rate of 1,890 per 100,000.

TABLE 1.—*Number of cases of tuberculosis diagnosed by fluoroscopy in 1939*

Stage of disease	Number examined	Number cases	Percent of total	Percent of cases
Minimal		33	0.77	40.75
Moderately advanced		33	.77	40.75
Far advanced		15	.35	18.50
Total	4,271	81	1.89	100.00

TABLE 2.—*Number of cases of tuberculosis diagnosed by fluoroscopy in 1940*

Stage of disease	Number examined	Number cases	Percent of total	Percent of cases
Minimal		67	1.16	55.4
Moderately advanced		43	.75	35.5
Far advanced		11	.19	9.1
Total	5,753	121	2.10	100.0

In 1940, as shown in table 2, a total of 5,753 individuals were examined by fluoroscopy, 121 of whom were diagnosed as having pulmonary tuberculosis, or 2.1 percent of those examined.

In 1941, as shown by table 3, a total of 7,597 individuals were examined, 197 of whom were found to have pulmonary tuberculosis and 4 other major pulmonary pathology. In the group rejected for entry into Michigan, 2.6 percent had pulmonary tuberculosis and breaking this down further it was found that 42.6 percent were minimal, 49.75 percent were moderately advanced, and 7.6 percent far advanced.

TABLE 3.—*Number of cases of tuberculosis diagnosed by fluoroscopy in 1941*

Stage of disease	Number examined	Number cases	Percent of total	Percent of cases
Minimal		84	1.10	42.64
Moderately advanced		98	1.29	49.75
Far advanced		15	.20	7.61
Total	7,597	197	2.59	100.00

Sex and age classification can be seen in table 4. Men were more frequently attacked and both groups had the highest incidence between 15 and 50 years of age.

TABLE 4.—*Cases rejected by sex, age groups, and classification of disease*

Age group	Males					Females				Grand total
	Total	Minimal	Moderately advanced	Far advanced	Other	Total	Minimal	Moderately advanced	Far advanced	
14	2	1	1	0	0	2	2	0	0	4
15 to 19	30	15	14	1	0	15	10	4	1	45
20 to 24	15	5	8	2	0	19	8	10	1	34
25 to 29	12	6	6	0	0	10	6	3	1	22
30 to 39	21	7	12	1	1	14	5	7	2	35
40 to 49	24	8	12	2	2	14	4	10	0	38
50 to 59	12	2	7	2	1	5	3	2	0	17
60 to 69	4	1	2	1	0	2	1	0	1	6
Total	120	45	62	9	4	81	39	36	6	201

The incidence of tuberculosis has increased through the 3 years. This may be explained in part on the basis of the group being drawn from widespread parts of the State where tuberculosis may be more prevalent. A certain portion of the group have been screened every year and return to Michigan every year but because of the greater demand for labor, particularly in 1941, there was a large additional number of candidates who had not previously been fluoroscoped. Inasmuch as no statistics were gathered in regard to tuberculosis in the population other than those applying for sugar-beet employment, no other explanation for the rate rise through the 3 years is offered.

The rates of tuberculosis among the persons examined are probably 10 times the rates which would be developed by a similar examination among the native population of Michigan. Michigan has one of the most effective tuberculosis-control programs among the States, and it is greatly to our interest that persons with known infection be refused work here.

By substituting thumbprinting for photographs of the candidate, the entire process was speeded up considerably. In 1939 and 1940, it was possible to examine a maximum of 350 in an 8-hour day while in 1941, 600 examinations could be performed in the same length of time.

As you know, the whole Texas program of the sugar-beet workers is voluntary, but it is believed that 75 to 80 percent of the Mexican migratory workers who come to Michigan go through the examination in San Antonio first. Except for the salary of the staffman in charge of the examinations, costs were borne entirely by the Beet Growers Employment Committee, Inc.

A complete list of those individual examined and thumbprints of those individuals is on file in the offices of the Beet Growers Employment Committee, Inc.

Exhibit 49.—Illegal Transportation of Sugar-Beet Workers From Texas to Michigan and Ohio Fields

REPORT BY JOSEPH B. EASTMAN, CHAIRMAN, INTERSTATE COMMERCE COMMISSION, WASHINGTON, D. C.

(On September 15, 1941, the United States District Court, Northern District of Ohio, adjudged one Julio dela Pena guilty of transporting passengers in interstate commerce without a certificate. Also on that date and in the same court the Great Lakes Growers' Employment Committee, Inc., was adjudged guilty in the same prosecution. Dela Pena was fined $1,000 and the Great Lakes Growers' Employment Committee, Inc., was fined $2,000.

(The information on which these convictions were obtained was prepared by attorneys of the Bureau of Motor Carriers of the Interstate Commerce Commission. Principal facts established by the information were that since the spring of 1934 the defendant, dela Pena, had been transporting laborers each season from the vicinity of Realitos, Tex., to Findlay, Ohio, and return, in three trucks, for which he received a stipulated amount, generally $9 per person for adults and $4.50 for children between the ages of 8 and 14. The Great Lakes Growers' Employment Committee, Inc., a corporation controlled by the Great Lakes Sugar Co., was charged with knowingly and willfully aiding and abetting dela Pena in the violations.

(Preliminary investigation of the practice of transporting workers from Texas to the northern beet fields was undertaken by the Interstate Commerce Commission following complaint by H. W. Acreman, executive secretary of the Texas State Federation of Labor, Austin, Tex. In a letter to the Commission's Washington office, dated April 25, 1940, Mr. Acreman stated that annually there had been a migration of thousands of Mexican laborers from Texas to the northern beet fields, and that numerous truckers were engaged in transporting them for compensation without authority from the Commission, and without compliance with Commission regulations.

(At the Chicago hearings of the Committee to Investigate the Interstate Migration of Destitute Citizens (former title of this committee) appeared on August 21, 1940, one Vincent Neira, 26 years old, of San Antonio, Texas., as a witness. Neira and the six others of his family had made a trip, according to his testimony, from Michigan back to Texas in a 2-ton truck, in which other families, totaling between 25 and 30 persons, also were transported. "They [the company] told me there was a truck taking some families back, that they didn't have enough to pay the grocery bills and things like that," Neira testified. He described the vehicle as a stake-bodied truck with a tarpaulin cover on it, presumably to keep the rain off, but added, "when we crossed towns or toll bridges or something like that, the tarpaulin was covered up, most of the time. We never got it off." He further revealed in his testimony that "These truckers, they make money trucking workers out here." [1]

(The complaint from the Texas State Federation of Labor was followed by an investigation by the Interstate Commerce Commission of the migration taking place during the 1940 season. The Texas State Employment Service, State highway patrol, State department of labor, licensed emigrant agents, and individual workers were contacted. From this inquiry it was learned that between 7,000 and 8,000 workers had been recruited and had migrated to the northern fields in that season. and the proportion of these who had been transported in trucks was "conservatively estimated" at between 15 and 25 percent, or, numerically, between 1,050 and 2,000 persons. It was further stated that the workers were transported "under very inhumane, unsanitary, and dangerous conditions." [2]

(As a result of this investigation, the following recommendations were made by A. H. Ribbink, the Interstate Commerce Commission's district supervisor at Fort Worth, in his report, dated February 5, 1941:

("(1) That truckers, growers' associations, labor agents, and sugar companies be put on written notice, before the 1941 season begins, concerning what constitutes illegal transportation and what constitutes aiding and abetting.

("(2) That efforts be continued to secure further names and addresses of illegal truck operators and that they be put on written notice.

("(3) That the offer of the Texas State highway patrol be accepted, i. e., by furnishing them with a questionnaire form; that they will intercept trucks loaded with Mexicans during the coming season and furnish such information to this Commission.

("(4) That if violations continue, the case be assigned for final investigation and legal proceedings be taken to secure evidence from the records of the sugar companies and beet growers' associations." [3]

(The report commented that—

("It seems very likely that the sugar companies and growers' associations could be held to be aiders and abetters in violating the act because of the arrangements as described heretofore. * * *

("Apparently our investigation of the case, both in Texas and in the beet-field areas, is having a very salutary effect. One Mexican trucker, who is also a labor agent, used three trucks and made two round trips, at the beginning of the 1940 season, in transporting laborers from Texas to the beet fields of Ohio. * * *

("It is believed that if all the above were put on written notice, concerning the act and its rules and regulations, a further salutary effect would be received. If, in spite of such warning, violations continue to take place, a final and exhaustive investigation should be made with a view of prosecution of not only the truckers but the sugar companies and growers' associations as aiders and abetters." [4]

(All available documentary material on the Interstate Commerce Commission's investigation of the charge of illegal transportation during the 1940 season was requested by the committee, and was published as a separate section of the committee's Washington hearings, part 11, March 24, 25, and 26, under the title "Exhibit 40—Interstate Transportation of Mexican Laborers" (pp. 4771–4822.)

(Following the report of the first investigation, further inquiry was undertaken by the Interstate Commerce Commission, which resulted in the information and legal proceedings described on the pages following.—Ed.)

INTERSTATE COMMERCE COMMISSION,
Washington, September 30, 1941.

HON. JOHN H. TOLAN,
Chairman, Select Committee to Investigate the
Interstate Migration of Destitute Citizens,
House of Representatives, Washington, D. C.

DEAR MR. TOLAN: With further reference to your letter of September 17, requesting that your committee be furnished with all of the evidence collected by this Commission in connection with the investigation and prosecution of Julio dela Pena, of Realitos, Tex., and my reply of September 23, in which I informed you that the records in this case would be made available as soon as they were received from the field, I take pleasure in sending you herewith the following documents in connection with this case:

---

[1] Chicago hearings, pp. 1310–1313. See also in the same volume, testimony of M. C. Henderson, representing the Beet Growers' Employment Committee, Inc., of Saginaw, Mich., pp. 1271–1298, and of A. Kramer, of the committee staff, pp. 1298–1304, and photos of truck and migrants, facing p. 1306.

[2] See Washington hearings, pt. 11, March 24, 25, and 26, Exhibit 40—Interstate Transportation of Mexican Laborers, pp. 4771–4822.

[3] Ibid., p. 4775.

[4] Ibid., pp. 4774–4775.

Copy of investigation report.

Exhibits to investigation report consisting of documentary evidence of violations alleged by Government.

Copy of criminal information filed against Julio dela Pena charging him with violations of the Interstate Commerce Act, and charging the Great Lakes Sugar Co. and the Great Lakes Growers' Employment Committee, Inc., with aiding and abetting Julio dela Pena in said violations.

Copy of judgment of the District Court for the Northern District of Ohio, Western Division, imposing a fine of $1,000 and costs against Julio dela Pena and a fine of $2,000 and costs against Great Lakes Growers' Employment Committee, Inc.

Copy of press notice of this Commission concerning disposition of the case.

The counts as to the Great Lakes Sugar Co. in this case were nolle prossed upon the plea of nolo contendere by and imposition of the fine against the employment committee which served as an intermediary between the sugar company and Julio dela Pena.

In explanation of the omission of exhibits B, C, and D, as designated in the investigation report in this case, I might say that these exhibits consist of form reports from appropriate sections of this Commission stating that the respondent carrier had not been issued a certificate to transport passengers; did not have a tariff of fares and charges on file; and did not have on file evidence of security for the protection of the public. These exhibits are not enclosed because it was felt they would be of no particular value to your consideration of the facts in this case.[1]

It is a pleasure to be able to cooperate with your committee by furnishing the enclosed information.

Very sincerely yours,

Joseph B. Eastman, *Chairman.*

Correspondence With Officers of Sugar Companies on Transportation of Workers

Interstate Commerce Commission,
Bureau of Motor Vehicles,
Detroit, Mich., June 27, 1938.

Mr. Alexander V. Burns,
Director Great Lakes Sugar Co.,
Detroit, Mich.

Dear Mr. Burns: The purpose of this letter is to acquaint you, as an officer of the above-named company, with the Federal Motor Carrier Act, particularly section 206 (a) and section 222 (c). Briefly, the first section requires that any motor carrier transporting persons for hire from one State to another have a certificate or permit issued by this Commission, and obey certain regulations. The second section provides fines ranging from $500 to $2,000, each offense, for those who willfully seek to evade or defeat regulation provided in this act.

Our attention has been brought to the activities of certain sugar companies and growers (particularly the Beet Growers' Employment Committee, Inc.) in arranging transportation of laborers from Texas to Michigan. Letters and telegrams of this committee have been shown us, indicating that persons connected with employers will advance transportation funds, and will honor assignments of wages to nonpermitted passenger-carrying truckmen who transport these laborers. Such arrangements appear as a device to evade or defeat regulation.

We must request that you avoid any further activity of this nature. You are asked to issue instructions to your field and employment managers, that any aid and assistance given nonpermitted passenger motor carriers is illegal, and is given at peril of violating the above-named sections of law. In brief, your help in ending any violation of this act is requested.

---

[1] Certain exhibits submitted with this report are not reproduced on the pages following, but are held in committee files. They are in the form of photostat copies of checks made out to Julio dela Pena and others. Of 20 checks made payable to dela Pena, in amounts ranging up to $1,400, 7 are on the National Bank of Detroit and are signed by D. W. Esckelsen for the Great Lakes Growers' Employment Committee, Inc.; the remaining 13 are on the First National Bank of Findlay, Ohio, and are drawn on the Great Lakes Sugar Co. "Emergency Fund" and bear the signatures of Esckelsen and J. F. Nietzke. One of these checks is reproduced on pp. 7844 and 7845. Exhibit numbers given in the statement of the case, and referring to the material as presented to the court, have been eliminated.

A written reply is requested stating your company's position in the matter. If personal discussion of the matter appears desirable, I shall be glad to confer with you, and ask that you write or telephone for an appointment.

Very truly yours,

E. M. Hymans,
District Supervisor.

[Copies of the above letter were addressed on the same date to Rudolph Beyer, director, Great Lakes Sugar Co., Saginaw, Mich.; L. B. Beckwith, director, Great Lakes Sugar Co., Detroit, Mich.; and James E. Larrowe, president, Lake Shore Sugar Co., Detroit, Mich. The replies received were as follows:]

Bell & Beckwith,
Toledo, Ohio, July 11, 1938.

E. M. Hymans,
District Supervisor, Interstate Commerce Commission,
Bureau of Motor Carriers, Detroit, Mich.

Dear Sir: This will acknowledge receipt of your letter under date of June 27 addressed to Mr. L. B. Beckwith as a director of the Great Lakes Sugar Co.

In his absence, I should like to advise that Mr. Beckwith is not at all acquainted with the subject matter under discussion in your communication. I am, therefore, referring this to the executive offices of the company in Detroit.

Trusting this is in accordance with your wishes, I am,

Very truly yours,

G. L. Mouen.

Lake Shore Sugar Co.,
Detroit, Mich., July 14, 1938.

Interstate Commerce Commission,
Detroit, Mich.

Gentlemen: I acknowledge receipt of your letter of the 27th concerning the transportation of labor and I have taken this up with our operating department.

Thanking you, I beg to remain

Yours truly,

Lake Shore Sugar Co.
R. Beebe.

Great Lakes Sugar Co.,
Detroit, Mich., August 4, 1938.

Mr. E. M. Hymans,
District Supervisor, Interstate Commerce Commission,
Detroit, Mich.

Dear Mr. Hymans: This letter is in response to your letter of June 27 addressed to me and others connected with Great Lakes Sugar Co. and Lake Shore Sugar Co.

You may be assured that it is the policy of this company scrupulously to observe every law and regulation in any way touching the conduct of its business. We are therefore obliged to you for calling our attention to sections 206–a and 226–c of the Federal Motor Carrier Act. Though we have not in any way violated these acts, we are nonetheless indebted to you for calling them to our attention.

It may give you a better understanding of the situation if I give you the fact that expert and experienced labor is required in the cultivation and harvesting of sugar beets. It is not possible to do this work with the surplus common labor available in the district or in the large cities. I should like you to note particularly that the entry into the district from distant points of experienced labor in no way operates to supplant local labor. If it were possible to give work to unemployed persons residing anywhere within the district and to avoid the entry of persons from distant points, we would gladly do our part to relieve local unemployment conditions.

It is a fact that a great many persons who have worked in the beet fields and become experienced naturally and without solicitation come back to the district to take up this work.

There was a time many, many years ago, in the early days of the beet-sugar industry, when beet-sugar companies brought in field labor, mostly Belgian, Bohemian, and Hungarian, which had been trained in the work, but nothing of that sort has been done for many years. Our company has nothing to do with the field labor. It is employed by the individual farmers at a rate per acre agreed upon from year to year through the growers' associations or groups of growers where no association exists.

The beet growers through their associations or otherwise set up employment committees to allot labor to growers and to do cooperatively in connection with field labor things that would be troublesome and burdensome for individual farmers to do.

You can see that the growers have a direct and vital interest in obtaining efficient and satisfactory labor, as the success of their crop depends to a very large extent upon the quality and timeliness of the field work. Growers naturally like to get on their farms men they have known before, as men who have given satisfaction to other growers, and I might say, men who will live and conduct themselves respectably on the farms in the communities.

I am very sure you will find, if you care to investigate, that the beet growers employment committees do no more in the way of assisting field workers to get into the district, or after they get in the district, than is reasonable and, one might say, human. You can see that a farmer would not want to advance money to an unknown and to a totally irresponsible person.

So far as this company is concerned advances made by us to farmers cover a great variety of purposes. We provide seed, which is charged to the farmer, advance money for fertilizers, and for almost any reasonable purpose.

Under present-day contracts between this company and its growers the operation of our plants is on a cooperative basis. The farmer shares on an approximately 50–50 basis in the net returns from sugar, pulp, and molasses. Inasmuch as no sugar is produced until later in the fall and is not completely marketed until sometime late in the following spring, many farmers have need for advances for all sorts of purposes, including taxes. Every advance we make to a farmer is charged to his account on our books and deducted from our settlements with him, which are made when and as sugar is sold.

We do not know whether some of the motortrucks that bring labor into our districts are required to have a permit. We do not know whether they are within the purview of the Federal Motor Carrier Act, but taking the law to be as stated in your letter, we feel we are not violating it in any way, but if you take any other view or have any question about it, we shall be glad to have you inform us. As stated above, it is our policy to observe every law and regulation in the conduct of our business. Should you wish to discuss the matter further with us, we shall be glad to see you at any time.

Yours very truly,

Great Lakes Sugar Co.,
Lake Shore Sugar Co.,
James E. Larrowe, *President.*

Bylaws of Great Lakes Growers' Employment Committee, Inc.

ARTICLE I. MEMBERSHIP

Section 1. Membership in this Corporation shall be limited to officer representatives of incorporated associations of beet growers and individual beet growers furnishing sugar beets to the several plants of the Great Lakes Sugar Company and Lake Shore Sugar Company, exclusively. All such associations of beet growers shall be represented in the membership of this Corporation on an equal basis.

Sec. 2. All nominations of members shall be approved by a majority of the entire membership of the Board of Directors. If any nominations is not so approved, the person or corporation making the nomination shall make a new nomination which shall be similarly subject to the approval of a majority of the whole Board of Directors. Such approval by members of the Board of Directors may be evidenced by vote at a formal meeting of the Board, or by the individual approval of any Director in writing signed by him, filed with the Secretary and confirmed by a vote of a majority of the members present at any meeting of the Board thereafter held. Upon approval of nominations, as aforesaid, and the payment of dues hereinafter provided, such persons shall be admitted as members in full standing of this Corporation.

SEC. 3. Members shall pay as membership dues, on or before the 1st day of January of each year, the sum of One Dollar ($1.00). Nothing in these By-Laws shall be construed to mean that members or the incorporated associations that they represent may not voluntarily make such financial contributions to this Corporation as they may deem proper and advisable for specific purposes. No member or incorporated association of growers represented by any member shall be liable (except with his or its specific consent) to any further or additional liability by way of assessment or otherwise, in excess of the membership dues herein provided.

ARTICLE II. DIRECTORS

SECTION 1. The property and business of the Corporation shall be held and managed by a Board of not less than four (4) nor more than ten (10) Directors. Every Director shall be a member of the Corporation.

SEC. 2. Directors shall be elected by vote of members at any annual meeting and every Director shall serve until the next annual meeting and until his successor shall have been elected and qualified.

SEC. 3. Upon any Director ceasing to be a member of the Corporation, his office as a Director shall automatically become vacant. Any vacancy on the Board due to death, resignation or disqualification may be filled by a majority vote of the remaining members of the Board, although less than a quorum.

SEC. 4. The Board of Directors may appoint, by resolution adopted by a majority of the whole Board, an Executive Committee of four (4) members of the Board. During the intervals between the meetings of the Board of Directors, the Executive Committee shall possess and may execute all of the powers of the Board of Directors in the management and direction of the business of the Corporation in all cases where specific directions shall not have been given by the Board of Directors.

SEC. 5. Directors shall receive as compensation Five Dollars ($5.00) per day and travelling expenses for attendance at all meetings of the Board.

ARTICLE III. OFFICERS

SECTION 1. The officers of the Corporation shall be a President, a Vice President, and Executive Secretary, an Assistant Executive Secretary, one or more Assistant Secretaries, a Treasurer and one or more Assistant Treasurers, who shall be elected by the Board of Directors. Any two of said offices may be held by the same person, except as otherwise provided by law.

SEC. 2. The President shall act as Chairman of the Board of Directors and shall preside at all meetings of the members and Directors.

SEC. 3. The President, Vice President, Executive Secretary, and Treasurer shall perform the duties usually incident to their respective offices. The Assistant Executive Secretary shall possess all the powers and perform all the duties of the Executive Secretary in the absence or disability of the latter, and he shall at all times act as an assistant to the Executive Secretary and have such powers and perform such duties of the Executive Secretary as shall be assigned to him by the members, Board of Directors or the Executive Secretary. The Assistant Secretaries and Assistant Treasurers shall possess such powers and perform such duties as may be from time to time assigned to them by the Board of Directors. Because of the absence, incapacity or disqualification of any officer, or for any other similar reason, the Board of Directors may delegate his powers and duties to any Director for the time being, provided a majority of the entire Board concur therein.

SEC. 4. All checks, notes, drafts or other demands for money, deposits in and withdrawals from bank accounts of this Corporation shall be made and executed by the Executive Secretary and the Treasurer.

ARTICLE IV. MEETINGS

SECTION 1. The annual meeting of the members of the Corporation for the election of Directors and the transaction of such other business as may properly come before the meeting shall be held on the second Monday in March in each year. Such meetings may be held at any office of the Corporation in Michigan, or such other place in Michigan as may be designated in the call. Written notice thereof shall be mailed to each member at least ten (10) days prior to the date thereof unless such notice is waived by all members not present at the meeting. In case of failure to give such notice prior to said date, it may be given thereafter and the meeting adjourned to the date so fixed.

Sec. 2. The Board of Directors shall meet annually for the election of officers and the transaction of such other business as may properly come before the meeting, immediately after the adjournment of the annual meeting of Members. Other regular meetings of the Board may be held without notice at such times and places as shall from time to time be determined by the Board. A majority of the Board shall constitute a quorum.

Sec. 3. Special meetings of the members and/or the Board of Directors may be called by the President or by the Executive Secretary of the Corporation, and shall be called by the President or Executive Secretary on the written request of two (2) members or of two (2) Directors. At least three (3) days' notice shall be given of any special meeting unless such notice is waived by all members or Directors not present at such meeting. Such notice may be given orally, by telephone or in writing. It shall not be necessary to describe the purpose of any special meeting in the notice thereof, and if described, the business of the meeting need not be confined to the purpose or purposes described in the notice.

ARTICLE V. VOTING

Section 1. All members, whether original incorporators or otherwise, shall have voting rights and every member shall be entitled to at least one (1) vote.

Sec. 2. Members may vote either in person or by proxy. A majority of the members of the Corporation present in person or represented by proxy shall be requisite and shall constitute a quorum at all meetings of the members for the transaction of business, except as otherwise provided. If such majority shall not be present or represented at any meeting of the members, the members present in person or by proxy shall have power to adjourn the meeting from time to time without notice other than announcement at the meeting, until the requisite number of members shall be represented. At such adjourned meeting at which the requisite number of members shall be represented, any business may be transacted which might have been transacted at the original meeting.

ARTICLE VI. CERTIFICATES OF MEMBERSHIP

Section 1. Certificates of membership in the Corporation shall be numbered and shall be entered in the books of the Corporation as they are issued. They shall recite on their face that they are nontransferable, that the association is a nonprofit corporation, and that no dividends shall be payable to the holders of said certificates.

ARTICLE VII. RULES AND REGULATIONS

The Corporation through its officers and/or Board of Directors may promulgate such rules and regulations governing the membership and designed to promote the objects of the Corporation as it may from time to time deem advisable.

ARTICLE VIII. OFFICES AND SEAL

Section 1. The principal office of the Corporation shall be in Detroit, Michigan. The Corporation may also maintain an office or offices elsewhere in the State of Michigan.

Sec. 2. The Board of Directors shall provide a suitable seal containing the name of the Corporation. The seal shall be in charge of the Executive Secretary. If deemed advisable by the Board of Directors, duplicate seals may be provided and kept for the necessary purposes of the Corporation.

ARTICLE IX. AMENDMENTS

These By-Laws may be altered, amended or repealed by either the members or the Board of Directors at any regular or special meeting, unless otherwise provided by law.

ARTICLES OF INCORPORATION OF GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE

UNITED STATES OF AMERICA,
THE STATE OF MICHIGAN,
MICHIGAN CORPORATION AND SECURITIES COMMISSION.

To All To Whom These Presents Shall Come:

I, Carl A. Olson, Commissioner of the Michigan Corporation and Securities Commission, Do Hereby Certify That Articles of Incorporation of GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC., were duly filed in this office on the 22nd day of April, A. D., Nineteen Hundred and Thirty-eight and the said Company is authorized to commence its business in conformity with Act 327, Public Acts of 1931.

In Testimony Whereof, I have hereunto set my hand and affixed the Seal of the Commission, in the City of Lansing, this 22nd day of April, A. D. 1938.

[SEAL]

CARL A. OLSON,
Commissioner.

(Nonprofit)

ARTICLES OF INCORPORATION OF GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC.

These Articles of Incorporation are signed and acknowledged by the incorporators for the purpose of forming a nonprofit corporation under the provisions of Act No. 327 of the Public Acts of 1931, known as the Michigan General Corporation Act, as follows:

ARTICLE I

The name of this corporation is GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC.

ARTICLE II

The purpose or purposes of this corporation are as follows:

The rendering of service and assistance to sugar beet growers represented in this organization in connection with the obtaining and employment by them of field labor and, in general, to do any and all things necessary, advisable, or expedient to assist beet growers in the employment of beet field workers.

ARTICLE III

The location of the corporation is Detroit, in the County of Wayne, State of Michigan. Post Office address of registered office in Michigan is 1936 West Lafayette, Detroit, Michigan.

ARTICLE IV

Said corporation is organized upon a Nonstock basis.

The amount of assets which said corporation possesses is:

Real Property: None.

Personal Property: One Hundred Dollars ($100.00).

Said corporation is to be financed under the following general plan: By the payment of annual dues to the Corporation by its several members, as more particularly provided in its By-Laws.

ARTICLE V

The names and places of residence, or business, of each of the incorporators and (if a corporation organized upon a stock-share basis) the number of shares of common stock subscribed by each are as follows:

Name	*Residence or business address*
Frank Oberst	St. Louis, Mich.
George W. Bloom	Fremont, Ohio.
Arthur J. Ingold	Blissfield, Ohio.
C. J. Windau	Findlay, Ohio.

ARTICLE VI

The names and addresses of the first board of directors are as follows:

Name	*Address*
Fred Rodesiler	Blissfield, Ohio.
A. J. Ingold	Blissfield, Ohio.
Frank Oberst	St. Louis, Mich.
Ralph Densmore	St. Louis, Mich.
George W. Bloom	Fremont, Ohio.
Webb B. Smith	Fremont, Ohio.
C. J. Windau	Findlay, Ohio.
Paul Rockwell	Findlay, Ohio.
Fred Kieft	Grand Haven, Mich.
Abe DeKlein	Hudsonville, Mich.

Art. VII.—The term of this corporation is fixed at Thirty (30) years.

ARTICLE VIII

Section 1. Membership in this Corporation shall be limited to officer representatives of incorporated associations of beet growers and individual beet growers furnishing sugar beets to the several plants of the Great Lakes Sugar Company and the Lake Shore Sugar Company exclusively.

Sec. 2. Rules for the admission, retention, and dismissal of members may be prescribed by the By-Laws.

Sec. 3. All members, whether original incorporators or otherwise, shall have voting rights and every member shall be entitled to at least one (1) vote.

Sec. 4. Upon a dissolution or liquidation of this Corporation, members then in good standing shall share in the assets of the Corporation in proportion to their respective contributions to the funds invested in such assets.

Sec. 5. Membership in this Corporation shall not be transferable by assignment or sale, nor be transferable to legal heirs or devisees upon the deaths of the respective members.

In witness whereof the incorporators have signed these Articles of Incorporation this 18th day of April A. D. 1938.

(Sgd.) Frank Oberst,[1]
President of St. Louis Beet Growers Association, Breckenridge, Mich.
(Sgd.) Geo. W. Bloom,
Pres., Fremont Beet Growers Ass'n, Fremont, Ohio.
(Sgd.) Arthur J. Ingold,
Sec., Blissfield Beet Growers Ass'n.
(Sgd.) C. J. Windau,
Pres., Findlay Beet Growers Ass'n, Pandora, O.

State of Michigan,
County of Wayne, ss:

On this 18th day of April, A. D. 1938, before me a Notary Public in and for said County, personally appeared Frank Oberst, Arthur J. Ingold, Geo. W. Bloom, and C. J. Windau, to me known to be the persons named in and who executed the foregoing instrument, and severally acknowledged that they executed the same freely and for the intents and purposes therein mentioned.

(Sgd.) John H. Jameson,
Notary Public.

My commission expires March 8, 1942.

Summary of Investigation

INTERSTATE COMMERCE COMMISSION, BUREAU OF MOTOR CARRIERS, DISTRICT NO. 4

December 12, 1940.

(L. & E. No. 20291–4)

To: R. M. Snetzer, District Director.
From: M. M. Emery, District Supervisor.
Re Julio dela Pena, 421 Lynn St., Findlay, Ohio, and Realitos, Texas.

NATURE OF ALLEGED VIOLATION

1. Operating as a contract carrier of passengers without authority in violation of Section 209 (a).

2. Operating without evidence of security for the protection of the public in violation of Section 215.

3. Operating without a schedule of minimum rates on file in violation of Section 218.

COMPLAINT

This complaint was originally brought to the attention of this office on August 2, 1940, by B. Silas of Hoytville, Ohio, and Chilton, Texas, who alleged that the respondent transported him and his family and other laborers of Mexican descent from Texas to Findlay, Ohio, in the spring of 1940 without authority.

SUMMARY

Investigation disclosed that the respondent transported in Ford and Chevrolet straight trucks approximately 200 laborers of Mexican descent from the vicinity of Realitos, Texas, to Findlay, Ohio, during April and May of 1940, for which a charge of approximately $9.00 per person was collected. Such transportation was performed for the purpose of permitting such laborers to work in the beet fields of Northwestern Ohio for the Great Lakes Growers Employment Committee, Inc., a corporation controlled by the Great Lakes Sugar Company. Such operation was conducted without authority from this Commission and without a certificate of insurance or schedule of rates or tariff filed.

RECOMMENDATION

It is recommended that this Supervisor be given authority to proceed and handle the case with the view of submitting a 56 report recommending prosecution.

FACTS DISCLOSED BY INVESTIGATION

Investigation of the records of the Great Lakes Growers Employment Committee, Inc., hereinafter called the Committee, a separate corporation controlled and operated entirely by officers and employees of the Great Lakes Sugar Company, hereinafter called the Company, and interviews with the respondent and laborers whom he transported from the vicinity of Realitos, Texas, to Findlay, Ohio, discloses that during April and May 1940 respondent transported approximately 200 laborers of Mexican descent from Realitos, Texas, and vicinity to Findlay, Ohio, for which he collected approximately $9.00 per person transported. The respondent, during the winter, operates an employment agency in Realitos, Texas, for the purpose of recruiting laborers to work in the beet fields of Northwestern Ohio for the Committee. In the spring he transports a great number of such laborers in his trucks, which are ordinary Ford and Chevrolet straight trucks covered with a tarpaulin and equipped with benches. After arrival and delivery of the laborers in Findlay, Ohio, respondent acts as an interpreter for the Committee and also uses his trucks for the transportation of laborers to, from, and between the beet fields and also for the transportation, in the fall, of the beets from the fields to the refinery.

On completion of all work, he returns all laborers back to Realitos, Texas, except those who have purchased second-hand automobiles during the summer.

No records are kept by the respondent and no receipts issued for transportation charges paid and therefore neither the respondent nor the laborers transported have any records which can be used in the case. A check of the "Accounts Payable" record of the Committee shows, in each case where the laborers were transported by the respondent, a charge in various amounts, always in excess of $9.00, and shown as "Advance by Julio dela Pena." This entry gives no further explanation and is supported by a filed order signed by the worker authorizing the Committee to pay the respondent the indicated amount. The respondent and employees of the Committee were questioned and both stated that the amount was made up of employment bureau fees in Texas, doctor's physical examination, transportation by respondent to Findlay, Ohio, and, in a number of cases, loans of money for living expenses, such as food and shelter until such a time as the worker had accumulated a sufficient labor credit to his account to allow the respondent to be paid by the Committee.

The records of the Committee and the Company are not specific enough to prove and show that any part of the amounts advanced by the respondent and charged against the workers to be actual transportation charges and therefore prosecution of the respondent will have to be made entirely by testimony of workers transported. This office has on record at the present time the names and addresses of approximately 200 workers which respondent claims he transported from Texas this spring and also has evidence in the way of affidavits from six workers transported. These affidavits indicate definitely that such transportation was furnished by the respondent and was for hire.

As respondent owns three trucks which are operated during the sugar beet season in transporting persons and commodities between beet fields and refineries and other places in Northwestern Ohio for hire, it is felt that the respondent cannot claim exemption under Section 203 (b) (9) of the Act.

As indicated above, prosecution of this case will have to be handled entirely by testimony of workers transported and as such workers and the respondent reside in Texas during the winter, this case, if approved for prosecution, will necessarily have to be handled in Texas. However, as most of the information necessary for the preparation of a 56 report has been accumulated by this office, it is recommended that such report be prepared by the undersigned.

M. M. Emery,
District Supervisor, Old Federal Bldg., Toledo, Ohio.

This report also covers L & E No. 19311–12 as referred to in memorandum by Scott, Chief, Section of Law and Enforcement, addressed to District Director Snetzer dated November 27, 1940, subject "Evidence concerning unlawful interstate transportation of Mexican laborers."[1]

Summary of Final Investigation Report Submitted on March 25, 1941

INTERSTATE COMMERCE COMMISSION, BUREAU OF MOTOR CARRIERS

(L. & E. No. 20291–4)

Respondents.—Julio dela Pena, Realitos, Texas.

Great Lakes Sugar Company, 7310 Woodward Avenue, Detroit, Michigan, and Findlay, Ohio.

Great Lakes Growers' Employment Committee, Inc., 7310 Woodward Avenue, Detroit, Michigan, and Findlay, Ohio.

By personal interview made at this office July 31, 1940, Baldomar Silas, then residing at a camp house located on the farm of John Rehss, R. R. No. 1, Hoytville, Ohio, but present location unknown, complained orally that the Great Lakes Sugar Company, Findlay, Ohio, was arranging with Julio dela Pena for the transportation of field laborers from Texas to Northwestern Ohio points for the purpose of working in the beet fields. Such transportation was performed in ordinary straight trucks equipped with benches (not buses) and by a motor carrier not having authority under Part II of the Interstate Commerce Act.

Complaint was made for the purpose of compelling Julio dela Pena to refund transportation charges to a group of laborers he represented.

Julio dela Pena, an individual, is a common carrier of (a) passengers between points in Texas, in the vicinity of Realitos, and Findlay, Ohio, and vicinity, (b) passengers between points in Ohio within a radius of seventy-five miles of Findlay, and (c) property consisting of sugar beets from the fields within a seventy-five mile radius of Findlay to the refinery of the Great Lakes Sugar Company, Findlay, Ohio. He operates three straight trucks and had a gross income of approximately $7,509.21 in 1940.

No authority is held under Part II of the Interstate Commerce Act either by a "grandfather" application or a certificate to perform interstate operations.

No rates have been filed, and the insurance requirements have not been complied with.

Interviews with the carrier and several passengers revealed that the 10-hour driving rule was violated, drivers' logs were not maintained and the motor vehicles were not equipped as required by the Safety Regulations.

Respondent, Great Lakes Sugar Company, is a Michigan Corporation engaged principally in the refining of sugar beets into sugar. It is also engaged, to a limited extent, in the growing of sugar beets.

Refineries are located at Blissfield, Michigan, Findlay and Fremont, Ohio. General Offices are located at 7310 Woodward Avenue, Detroit, Michigan. W. F. Schmitt is General Manager and supervises the operations of the refineries and the activities of the Field Managers located at each refinery in the procurement of the required supply of sugar beets.

---

[1] See Exhibit 40—Interstate Transportation of Mexican Workers, Washington hearings, pt. 11, March 24, 25, and 26, p. 4771 ff.

L. W. Esckilsen is Field Manager for Northwestern Ohio with headquarters in Findlay. Under Schmitt's direction and supervision, he has charge of all arrangements and details resulting in an adequate supply of sugar beets being furnished the Findlay refinery.

Respondent, Great Lakes Growers' Employment Committee, Inc. is a non profit Michigan Corporation, sole assets consisting of personal property in the amount of $100.00, and is engaged in obtaining and furnishing field workers to grower members of the Committee, all of whom are under contract to furnish sugar beets to the Great Lakes Sugar Company. The Committee likewise furnishes living quarters (movable camp houses) and bare living necessities to the field workers during the growing and harvesting season.

W. F. Schmitt, General Manager, and L. W. Esckilsen, Northwestern Ohio Field Manager of the Great Lakes Sugar Company, are likewise Executive Secretary and Treasurer and Assistant Secretary, respectively, of the Great Lakes Growers' Employment Committee, Inc. As officers of the Committee, Schmitt and Esckilsen, in the matter of procuring a sufficient supply of field laborers, made an arrangement with Julio dela Pena which resulted in dela Pena opening up a labor agency in Realitos, Texas, in the spring of 1940. He recruited several hundred laborers of Mexican descent, who were first required to pass a physical examination, and then were transported either in their own automobiles or in trucks owned by dela Pena to Findlay, Ohio. During April and May 1940, approximately 205 persons were thus transported by dela Pena.

Payment for this transportation, on the basis of $11.00 for each adult and $4.50 for each child, was made by the Committee with funds advanced by the Company and charged against the laborer's account. Deductions of such amounts were made from the laborer's earnings and balances due after all deductions made were paid by checks of the Great Lakes Sugar Company.

REMARKS

The interstate operations conducted by the carrier were only possible with the aiding and abetting of the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc.

Both the carrier and the Company and Committee disclaimed any intent to violate the Act; the carrier claiming no knowledge whatever of the Act and the Company and Committee claiming no violations occurred.

Notwithstanding this assertion, Esckilsen stated at the last interview that neither the Company nor the Committee would have any connection, either directly or indirectly, with the future transportation of laborers from Texas.

RECOMMENDATION

Criminal prosecution of the carrier and of the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc., as aiders and abettors.

INTERSTATE COMMERCE COMMISSION, BUREAU OF MOTOR CARRIERS

CHECK SHEET ON CARRIER

(1) L. & E. No. *20291*, District *4*.
(2) Date Report Submitted: *March 25, 1941.* Net Days Worked on Case: *21*
(3) Period of Investigation: *Dec. 1, 1940, to March 24, 1941.*
(4) Respondent: *Julio dela Pena.*
Address: *Realitos, Texas.*
(5) Status shown by Commission records:

Common Carrier: *No.*
Contract Carriers: *No.*
Broker: *No.*
Tariff: *No.*
Schedule: *No.*
Contracts: *No.*

Grandfather: *No.*
Interim: *No.*
New: *No.*
Reg. State Cert.: *No.*
P. L. & P. D. Insurance: *No.*
Cargo Insurance: *No.*

(6) Vehicles Operated: *3.* Gross Revenue: *$7,509.21.*
(7) Other respondents: *Great Lakes Sugar Company, 7310 Woodward Avenue, Detroit, Michigan, and Great Lakes Growers' Employment Committee, Inc., 7310 Woodward Ave., Detroit, Mich.*
(8) Operating period covered by Investigation: *1940.*
(9) Recommendation: *Criminal prosecution of carrier and aiders and abettors.*
(10) Types of Violations:

	Offenses	
	No. Discovered	No. Rep.
By Julio dela Pena:		
Unauthorized Operations	205	11
Transportation without Insurance	205	11
Transportation without Rates	205	11
Failure to Require Drivers Logs	30	3
Failure to Observe 10-hr. Driving Limitation	30	3
By Great Lakes Sugar Company:		
Aiding and Abetting	205	11
By Great Lakes Growers' Employment Committee, Inc.:		
Aiding and Abetting	205	11

M. M. Emery, *District Supervisor.*

Check Sheet on Respondent

INTERSTATE COMMERCE COMMISSION, BUREAU OF MOTOR CARRIERS

(1) L. & E. No. *20291*, District *4*.
(2) Date Report Submitted: *March 25, 1941.* Net Days worked on Case: *21.*
(3) Period of Investigation: *December 1, 1940 to March 24, 1941.*
(4) Respondent: *Great Lakes Sugar Company.*
Address: *7310 Woodward Avenue, Detroit, Michigan.*
(5) Status shown by Commission records:

Common carrier: *No.*
Contract Carrier: *No.*
Broker: *No.*
Tariff *No.*
Schedule: *No.*
Contracts: *No.*
Grandfather: *No.*
Interim: *No.*
New: *No.*
Reg. State Cert.: *No.*
P. L. & P. D. Insurance: *No.*
Cargo Insurance: *No.*

(6) Vehicles operated: *0.* Gross Revenue: *Unavailable.*
(7) Other respondents: *Julio dela Pena, Realitos, Texas (Carrier) and Great Lakes Growers' Employment Committee, Inc., 7310 Woodward Avenue, Detroit, Michigan.*
(8) Operating Period Covered by Investigation: *1940.*
(9) Recommendation: *Criminal prosecution of carrier and aiders and abettors.*
(10) Types of Violations:

	Offenses	
	No. Discovered	No. Rep.
By Julio dela Pena:		
Unauthorized Operations	205	11
Transportation without Insurance	205	11
Transportation without Rates	205	11
Failure to Require Drivers Logs	30	3
Failure to Observe 10-hr. Driving Limitation	30	3
For other violations see reverse side of sheet.		
By Great Lakes Sugar Company:		
Aiding and Abetting	205	11
By Great Lakes Growers' Employment Committee, Inc.:		
Aiding and Abetting	205	11

M. M. Emery, *District Supervisor.*

Check Sheet on Respondent

INTERSTATE COMMERCE COMMISSION, BUREAU OF MOTOR CARRIERS

(1) L. & E. No. *20291*, District *4*.
(2) Date Report Submitted: *Mar. 25, 1941.* Net Days worked on Case: *21.*
(3) Period of Investigation: *December 1, 1940 to March 24, 1941.*

(4) Respondent: *Great Lakes Growers' Employment Committee, Inc.*
Address: *7310 Woodward Avenue, Detroit, Michigan.*

(5) Status shown by Commission records:

Common carrier: No.
Contract carrier: No.
Broker: No.
Tariff: No.
Schedule: No.
Contracts: No.
Grandfather: No.
Interim: No.
New: No.
Reg. State Cert.: No.
P. L. & P. D. Insurance: No.
Cargo Insurance: No.

(6) Vehicles operated: *0.* Gross Revenue: *Unavailable.*

(7) Other respondents: *Julio dela Pena, Realitos, Texas (Carrier) and Great Lakes Sugar Company, 7310 Woodward Avenue, Detroit, Mich.*

(8) Operating Period Covered by Investigation: *1940.*

(9) Recommendation: *Criminal prosecution of carrier and aiders and abettors.*

(10) Types of Violations:

	Offenses No. Discovered	No. Rep.
By Julio dela Pena:		
Unauthorized Operations	205	11
Transported without Insurance	205	11
Transportation without Rates	205	11
Failure to Require Drivers Logs	30	3
Failure to Observe 10-hr. Driving Limitation	30	3
For other violations see reverse side of sheet.		
By Great Lakes Sugar Company:		
Aiding and Abetting	205	11
By Great Lakes Growers' Employment Committee, Inc.:		
Aiding and Abetting	205	11

M. M. EMERY, *District Supervisor.*

STATEMENT OF THE CASE

* * * * * * *

BASIS OF INVESTIGATION

1. *Complaint.*—On July 31, 1940, Baldomar Silas, at that time living in a camp house on the farm of John Rehss, RR #1, Hoytville, Ohio, but present location unknown, appeared at the office of the District Supervisor, Toledo, Ohio, and complained orally of the activities of The Great Lakes Sugar Company, Findlay, Ohio, in arranging for the transportation of contract laborers of Mexican descent from points in Texas, in the vicinity of San Antonio, to Findlay, Ohio, and nearby points, to work in the beet fields of Northwestern Ohio. Such arrangements were made with Julio dela Pena, an unauthorized carrier, who transported the laborers and their families in straight trucks (not buses) equipped with benches. The complainant claimed to represent a number of laborers transported by Julio dela Pena during 1940 and stated his only reason in reporting this situation was for the purpose of endeavoring to secure the return of all or a part of the transportation charges paid by the laborers he represented. Such charges, he claimed, amounted to $12.00 for each adult and $6.00 for each child transported.

2. Preliminary investigation by the undersigned Supervisor during December 1940 and report thereon, which is attached hereto, revealed that Julio dela Pena was transporting passengers without authority and without rates or insurance on file; also that the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc., were aiding and abetting Julio dela Pena in such illegal operations. This investigation was predicated on said report.

3. *Complainant.*—Baldomar Silas, complainant, is an illiterate laborer of Mexican descent, who, at the time of making the complaint, resided in a movable camp house belonging to the Great Lakes Sugar Company and located on the farm of John Rehss, RR #1, near Hoytville, Ohio. A short time later and prior to the submission of the report of preliminary investigation, a call was made at the above location but he had departed for parts unknown.

4. Therefore, for the purpose of this case, the complainant is not available and it is believed his presence or testimony will not be necessary.

5. *Previous Investigations.*—The illegal transportation of Mexican laborers from Texas to points in Northwestern Ohio and Michigan was the subject of a previous complaint, L & E No. 8953–8, handled by District Supervisor Hymans of Detroit, Michigan, and complaint, L & E No. 13415–4, handled by this Supervisor. Both complaints were closed out on account of insufficient evidence.

DESCRIPTION OF RESPONDENTS

Respondent Carrier.

6. Julio dela Pena, an individual of Mexican descent and an American citizen, resides at the present time in Realitos, Texas, a small town of less than 1,000 population located 70 miles east of Laredo, Texas, on U. S. Highway No. 59. From May to approximately December 20, 1940, he resided at 421 Lynn Street, Findlay, Ohio.

7. Every year, since the spring of 1934, he has transported laborers of Mexican descent and their families from Texas to Northwestern Ohio to work in the beet fields, returning a portion of them to Texas in the fall after the beet harvest. In the spring of 1940 he opened up an employment agency in Realitos, Texas, licensed by the State of Texas, for the purpose of recruiting these laborers. After arrival at Findlay, Ohio, and until his return to Texas in December 1940, he was employed by the Great Lakes Sugar Company, Findlay, Ohio, as an interpreter and field instructor and, in addition, used his trucks to transport the field workers to, from, and between beet fields where necessary work was to be performed. To conduct the transportation activities described above, three straight trucks were used; namely, two Chevrolets with fourteen-foot bodies, and one small Dodge ½-ton pick-up truck.

8. *Operating Authority.*—No authority is or has been held under the Act to engage in interstate commerce, as shown by reply from Section of Certificates on L & E Form 5 under date of February 3, 1941, attached hereto.

9. *Rate Publications.*—The respondent carrier has never filed any rate publications or bilateral contracts with this Commission.

10. *Insurance.*—The respondent carrier has never filed evidence of compliance with the insurance requirements of this Commission.

11. *Records and Accounts.*—No records are kept by the respondent carrier other than a memorandum record which only he can understand. Any documentary evidence contained in this report was obtained from the records of the respondent shippers.

12. Because of lack of records of respondent carrier, it was impossible to ascertain his gross revenue from the passenger transportation business for any particular period of time. However, from the records of the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc., it was ascertained that he received checks totaling as follows:

From the Great Lakes Growers' Employment Committee, Inc.—During 1940: $5,591.36, which includes transportation of laborers from Texas to Findlay, Ohio.

From the Great Lakes Sugar Company—During 1940:
$60.00—to cover two loads of laborers transported back to Texas.
$1,426.30—to cover intrastate transportation of laborers.
$431.55—to cover use of his trucks hauling sugar beets to factory.]

Respondent—The Great Lakes Sugar Company.

13. *Organization and Personnel.*—Great Lakes Sugar Company is a corporation, incorporated under the laws of Michigan in 1931 and reincorporated in 1934, engaged in the manufacture of sugar from sugar beets and also engaged, to some extent, in the growing of sugar beets to be used in its refineries.

General Offices are located at 7310 Woodward Avenue, Detroit, Michigan.

Field offices, refineries, and warehouses located at Blissfield, Michigan; Findlay, Ohio; Fremont, Ohio.

Officers and business addresses are as follows:

Name	*Address*
James E. Larrowe, Pres	7310 Woodward Ave., Detroit, Mich.
A. W. Beebe, Vice President & Treasurer.	7310 Woodward Ave., Detroit, Mich.
Searle Mowat, Secretary	7310 Woodward Ave., Detroit, Mich.
W. F. Schmitt, Gen. Mgr	7310 Woodward Ave., Detroit, Mich.

The field managers of the company's plants and their business addresses are as follows:

Name	*Address*
L. W. Esckilsen	Great Lakes Sugar Co., Findlay, Ohio.
Edward Grew	Great Lakes Sugar Co., Blissfield, Mich.
A. C. Joost	Great Lakes Sugar Co., Fremont, Ohio.

14. This company is one of the largest refiners of beet sugar east of the Mississippi River, operating three refineries and producing millions of pounds of sugar annually.

Respondent—Great Lakes Growers' Employment Committee, Inc.

15. *Organization and Personnel.*—Great Lakes Growers' Employment Committee, Inc., is a corporation, incorporated under the laws of Michigan in 1938, with offices located at 1936 LaFayette Blvd., Detroit, Michigan, and is engaged in—

"The rendering of service and assistance to sugar-beet growers represented in this organization in connection with the obtaining and employment by them of field labor and in general, to do any and all things necessary, advisable, or expedient to assist beet growers in the employment of field workers" (Article II of Articles of Incorporation).

It is a nonprofit Michigan corporation composed *exclusively* of Growers and Associations of Growers furnishing sugar beets to the Great Lakes Sugar Company and Lake Shore Sugar Company, an affiliated company. It is not authorized to issue capital stock and has none. Attached hereto are copies of its bylaws and articles of incorporation. Particular attention is called to Article IV of articles of incorporation showing that its sole assets consist of personal property in the amount of $100.00.

Officers, with business addresses, are as follows:

Name	*Address*
George W. Bloom, President	Fremont, Ohio.
Fred Rodesiler, Vice President	Blissfield, Michigan.
W. F. Schmitt,[1] Executive Secretary and Treasurer.	Great Lakes Sugar Co., 7310 Woodward Avenue, Detroit, Michigan.
John D. Kelly, Assistant Executive Secretary.	
L. W. Esckilsen,[2] Asst. Sec'y	Great Lakes Sugar Co., Findlay, Ohio.
Edward Grew,[2] Asst. Secretary	Great Lakes Sugar Co., Blissfield, Michigan.
A. C. Joost,[2] Asst. Secretary	Great Lakes Sugar Co., Fremont, Ohio.

Directors are as follows:

Fred Rodesiler, President, Blissfield Beet Growers Assn.
A. J. Ingold, Secretary, Blissfield Beet Growers Assn.
Earl Davis, President, St. Louis Beet Growers Assn.
Ralph Densmore, Secretary, St. Louis Beet Growers Assn.
George W. Bloom, President, Fremont Beet Growers Assn.
Webb B. Smith, Secretary, Fremont Beet Growers Assn.
C. J. Windau, President, Findlay Beet Growers Assn.
William A. Hess.
E. L. Woodhams.

16. Its principal business appears to be that of furnishing a supply of cheap labor to the beet growers for the cultivation and harvesting of sugar beets. It also furnishes tools, camp houses for living quarters, and honors orders for payment up to certain specified amounts issued by the workers in favor of grocers, butchers, doctors, etc., for living and other necessary expenses. Such amounts are charged against the worker's credits accrued for labor and at the end of the season, the laborers are paid any difference.

17. The Assistant Secretaries of the Great Lakes Growers' Employment Committee, Inc., are also the Field Managers of the Great Lakes Sugar Company at the three plants and have the power to sign checks for both organizations.

18. It appears that the Great Lakes Growers' Employment Committee, Inc., was organized for the purpose of allowing the Great Lakes Sugar Company to engage indirectly in the procurement and financing of cheap labor to work in the beet fields of farmers who contract to sell their beets to the Great Lakes Sugar Company and also to work in beet fields farmed directly by the Sugar Company.

---

[1] Also General Manager, Great Lakes Sugar Company.

[2] Also Field Managers of the Great Lakes Sugar Co. at the points indicated.

19. *Records and Accounts.*—The Great Lakes Growers' Employment Committee, Inc., keep records at its Findlay, Ohio, office of amounts owed to and by each field laborer. Such records are maintained in ledger system and from time to time during the season and at the end of the season, payments are made and accounts closed out by checks issued by the Great Lakes Sugar Company. The Great Lakes Growers' Employment Committee, Inc., accepts "assignments of wages" from its laborers. The assignments referred to in this report made in favor of Julio dela Pena include transportation charges from Texas to Ohio. All records and accounts of this Committee are kept by employees of the Great Lakes Sugar Company and no charge is made by the Sugar Company for such services.

FACTS OF VIOLATIONS

Unauthorized Operations—Section 206 (a).

20. The respondent carrier, hereinafter called the carrier, does not have authority under the Act to transport passengers in interstate or foreign commerce.

21. Since 1934, and every spring thereafter, he has been transporting laborers of Mexican descent and their families from points in Southern Texas to points in Northwestern Ohio to work in the sugar-beet fields and returning those in the fall who wished to return. Starting with the spring of 1938 and every season thereafter, the transportation has been exclusively for the Great Lakes Sugar Company, hereinafter called the Company, and its affiliate, the Great Lakes Growers' Employment Committee, Inc., hereinafter called the Committee.

22. In April, May, and June, 1940, ten (10) loads of laborers and their families, totaling approximately 205 persons, were transported from the vicinity of Realitos Texas, to Findlay, Ohio, and, in August of the same year, one (1) load was returned from Findlay to Realitos. Names and addressed of these persons are shown in Exhibit F attached hereto. This list was obtained from the records of the Committee and the names contained therein were pointed out to the undersigned by Julio dela Pena those persons whom he had transported.

23. Due to the limited time available in which to interview these laborers, as many of them had already returned to Texas and the balance were returning daily during the period of this investigation, as well as their frequent migration from farm to farm and the difficulty in conversing with them, only eleven (11) laborers were interviewed who would definitely state the carrier transported them from Texas to Findlay, Ohio, in 1940. The names of these eleven laborers are attached hereto, on which form there is also listed the approximate date of movement, the approximate point of origin and destination, the specification of the carrier's transportation charges for such movement and a description of the records evidencing payment of such charges.

24. Affidavits were secured from these eleven persons and attached hereto. It will be noted from the affidavits that the cost of transportation, with the exception of John Vara Valasco was $11 per person. This amount was made up of $9.00 transportation and the balance of $2.00 covered cost of medical examination and employment bureau fees in Texas.

25. Two (2) straight Chevrolet trucks mounting fourteen-foot bodies were used for this movement and the transportation charges received were $9.00 each, one way, for adults, and $4.50 each, one way, for children under fourteen (14) years of age. The trips were performed with almost continuous driving and in violation of the Safety Regulations, as there was no place en route for the passengers to sleep and rest, as very few, if any, tourist camps desired to accommodate them, and also the majority were without funds, other than as advanced by the carrier, and therefore everyone involved was anxious to reach the destination and get established in the camp cabins.

26. *Payment for Transportation.*—Payment was received in the following manner: In practically every case the laborers did not have the money available to pay for this service and the respondent carrier would get them to sign an "Assignment of Wages" (form 252). The "assignment of wages" forms executed by the eleven (11) laborers listed in Table I are attached hereto.

27. The laborers were divided into groups and each group assigned a serial number. One of each group, generally the eldest, was designated as the "Head of the Group" and he signed a labor contract for the group with the grower or farmer whose land the group was engaged to cultivate.

28. Photostatic copy of the only contract on file signed by or applicable to four (4) of the laborers listed on Table I is attached hereto. Similar contracts are supposed to be in effect covering all field laborers working the entire season, but the files of the Company do not contain contracts for the balance of the laborers listed on Table I.

29. The Committee maintained a ledger account for each group and inserted therein charges for tools, supplies, and services furnished to the laborers in a particular group and also inserted credits for wages earned by that particular group. Photostats of the ledger accounts applicable to the eleven (11) laborers listed on Table I are attached hereto. During the season and at the close of the harvest season, payments were made by checks of the Company and entries of such checks are shown on the ledger accounts of the laborers. The checks issued in favor of the eleven (11) laborers issued by the Company as listed on Table I are attached hereto.

30. No separate ledger account is kept by either the Company or the Committee covering charges due the carrier on the transportation of the field laborers from Texas to Ohio. The only record maintained is that designated as "Advance by Julio dela Pena" on the ledger account of each group of field laborers. From time to time during the season, these advances are totaled and a check issued by the Committee to the carrier for an amount not to exceed this total and at the close of the season, the balance is paid. Photostatic copies of all checks covering this entire account and which includes all payments for the heretofore described transportation from Texas to Findlay, are attached hereto.

31. According to the affidavit of the carrier he transported one load of twenty-five field laborers back to Texas in August 1940, for which he was advanced the sum of sixty-eight dollars ($68.00) by the Company. The records of the Company indicate that this actually consisted of two (2) loads and the carrier was advanced sixty dollars ($60.00) instead of $68.00. The canceled check and copy of the check carrying an explanation covering these two (2) loads are attached hereto. It will be noted that this check is issued by the Company, whereas the balance of the checks to cover this transportation were issued by the Committee.

32. *Intrastate Operations.*—The carrier also used his trucks regularly intrastate from May to December in transporting field laborers, machinery, supplies and materials, and also used his Dodge ½-ton pick-up truck supervising the laborers, for which he was paid on a mileage basis by the Company. Five cents per mile was paid for the use of the carrier's Dodge ½-ton pick-up truck and six cents per mile for the use of his two Chevrolet trucks. Daily mileage records were turned into the office of the Company at frequent irregular intervals and from these records payment was made by check of the Company. Copies of these mileage records itemizing time periods and trucks used for the period June 1, 1940, to December 18, 1940, inclusive, are attached hereto. Canceled checks covering this same movement and period are attached hereto.

33. The carrier, during beet harvest, also used one of his Chevrolet trucks to transport sugar beets from the fields to the Findlay refinery, such transportation being exclusively intrastate. The driver of this truck was named Jose B. Gonzlez and, for this reason, the Company's ledger account was carried in his name and checks covering this hauling made out in his favor. Photostatic copy of this ledger account is attached hereto.

34. L. W. Esckilsen, Findlay Field Manager for the Company, stated he was of the opinion that Gonzlez and the carrier adjusted the matter of compensation between themselves and an examination of the cancelled checks covering this account, which are attached hereto and marked "Table I, Exhibit 11," reveal that although all checks are made out in favor of Jose B. Gonzlez, the respondent's driver, one check, No. 17604, dated December 19, 1940, amount, $43.90, is en-endorsed only by the carrier and one other check, No. 17078, dated December 12, 1940, amount, $71.75, is endorsed by the payee and also by the carrier.

35. The carrier also was employed by the Company as an interpreter from May to December 1940, for which he received a salary of $90 per month.

36. An affidavit was secured from the carrier outlining in detail his complete activities since his connection with the Company and the Committee. This affidavit is attached hereto.

Driving in Excess of 10 Hours in Any 24-hour Period (M. C. S. R., pt. 5, rule 3 (b)); failure to Require Drivers' Logs (M. C. S. R., pt. 5, rule 5).

37. The trucks of the carrier used for transporting passengers were not equipped with sleeper berths and no attention was paid to the Safety Regulations of the Commission. In fact, the carrier had no knowledge of such regulations. The one object was to get each load of laborers through in the shortest time possible.

38. The distance from Realitos, Texas, to Findlay, Ohio, is approximately 1,600 miles and, by driving continuously, with the exception of a thirty-minute stop every three hundred miles, the trip was completed in three days and three nights. Drivers' logs were not maintained on any trips and drivers were permitted to drive in excess of ten hours without having eight consecutive hours off duty. See affidavit of Benito Hernandez.

Aiding and Abetting—Section 222 (c).

39. W. F. Schmitt, General Manager of the Company and Executive Secretary of the Committee, and J. K. Worley, Union Guardian Bldg., Detroit, Michigan, attorney for both the Company and the Committee, were interviewed and disclaimed any connection between the Company and the Committee and the interstate transportation of the laborers and also any intent to evade or violate the law.

40. However, during a previous preliminary investigation conducted by Supervisor Hymans of Detroit, Michigan, warning letters dated June 27, 1938 were sent to James E. Larrowe, President, and three directors of the Company. An acknowledgment, dated August 4, 1938, was received from Larrowe outlining in detail the field-labor situation and disclaiming any violations or intent to violate the Act. This correspondence is attached hereto.

41. Notwithstanding this warning letter, the Company and the Committee still actively engaged in making it possible for laborers to be transported from Texas by the carrier by handling settlement for such transportation through charges against their labor credits.

42. In one of the numerous conversations with L. W. Esckilsen, Field Manager of the Findlay Plant, statement was made that one of the considerations offered the carrier for recruiting these laborers in Texas was the agreement that he would have the privilege of transporting a certain number of them to Lindlay; the agreed number being in excess of two hundred passengers. Esckilsen also stated the majority of these laborers did not have sufficient money left in the spring and that the arrangement concerning the assignment of wages was the only way they could get to Findlay each spring. He also stated in many cases cost of automobile licenses was advanced to laborers owning their own cars to enable them to use their cars in transporting themselves and their families and relatives to Findlay.

43. The working capital used by the Committee is advanced by the Company and all routine work handled in the name of the Committee at the Findlay refinery is performed by employees of the Company at no cost to the Committee. It is therefore evident that the Committee is merely an intermediary, functioning as the Company in all respects except in name, in the procuring and furnishing of field laborers to beet growers and to the Company for the cultivation and growing of sugar beets sold and/or delivered exclusively to the Company.

44. The transportation of the laborers from Texas to Ohio by the carrier was only possible due to the aiding and abetting of the Company and the Committee.

REMARKS

45. All representatives of the Committee and the Company and their attorney, J. K. Worley, at all interviews, continuously maintained they had not violated any part of the Act. Nevertheless, during the last interview with Esckilsen, he stated that the Company and the Committee had agreed to have absolutely nothing to do with the future transportation of these laborers from Texas to Ohio, either directly or indirectly.

46. In case it becomes necessary to use passengers transported as witnesses in the case, it is suggested that those submitting affidavits as shown in Table I, Exhibit 1, be used first and, should it be necessary to use any additional, those as shown in Exhibit F be interviewed before being subpoenaed to make certain they had actually been transported from Texas by this carrier in 1940. This list was made up from information which the carrier furnished from memory, no written records being available, and it is quite possible some persons named therein were not transported by the carrier in 1940.

47. The number of passengers transported in 1940 and the regular intrastate business conducted from June to December will definitely place the carrier outside the exemption contained in Section 203 (b) (9).

48. Particular attention is directed to the fact that the carrier transported passengers in freight carrying vehicles and that such vehicles were not equipped as required and the drivers thereon were not conversant with the Motor Carrier Safety Regulations applicable to buses.

49. At the several interviews, Julio dela Pena expressed his entire ignorance of Part II of the Motor Carrier Act and frequently stated he would not knowingly violate any Federal statute. He cooperated wholeheartedly with this Supervisor and was invaluable as an interpreter in the various interviews with the numerous Mexican laborers.

50. The various representatives of the Company and the Committee were also friendly and cooperative, especially L. W. Esckilsen, Field Manager of the Findlay Plant, who placed all records at my disposal and assisted in every way possible.

RECOMMENDATION

51. It is recommended that Julio dela Pena be prosecuted for the violations as indicated below:

(*a*) Unauthorized transportation of passengers from Texas to Ohio points;
(*b*) Failure to maintain public liability and property damage insurance as required;
(*c*) Failure to file rates as required;
(*d*) Failure to require the keeping of drivers' logs and driving in excess of 10 hours in any 24-hour period without 8 hours rest.

52. It is also recommended that the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc., be prosecuted for aiding and abetting Julio dela Pena in said violations.

APPENDIX 1

LIST OF WITNESSES

Detroit, Michigan.
GREAT LAKES SUGAR COMPANY, 7310 Woodward Avenue.
James E. Larrowe, 7310 Woodward Ave.
W. F. Schmitt,[1] 7310 Woodward Ave.
GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC., 1936 LaFayette Blvd.
John D. Kelly, 1936 LaFayette Blvd.
Findlay, Ohio.
GREAT LAKES SUGAR COMPANY and GREAT LAKES GROWERS' EMPLOYMENT COMMITTEE, INC.
L. W. Esckilsen.
Realitos, Texas.
Julio dela Pena.
Corpus Christi, Texas.
Trinidad Trujillo, 2611 Coleman.
Ramon Gonzales, 2611 Coleman.
Gilberto Gonzales, 2611 Coleman.
Eustaquio Barrientes, 2611 Coleman.
Francisco Bara, 2611 Coleman.
San Antonio, Texas
Benito Hernandez, 1316 Martin St.
Seferino Hernandez, 1316 Martin St.
Chicago, Illinois.
John Vara Valasco, 1616 Roosevelt Rd.
Tivala, Texas.
Eulogio Guerrero, General Delivery.
Eulogio Guerrero, Jr., General Delivery.
Benjamin Guerrero, General Delivery.
Frederico Guerrero, General Delivery.

APPENDIX 2

RECORDS AND CUSTODIANS

J. H. Jameson, Office Manager, Great Lakes Sugar Company, 7310 Woodward Avenue, Detroit Michigan. Custodian of all general office records of the Great Lakes Sugar Company, including all cancelled checks issued by both the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc.

L. W. Esckilsen, Field Manager, Great Lakes Sugar Company and Assistant Secretary, Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio. Custodian of ledger accounts, assignment of wages, orders, and labor contracts of the field workers in the Findlay District.

This information consisting of 45 counts charges Julio dela Pena, a common carrier of passengers in interstate commerce by motor vehicle, with the following violations of the Motor Carrier Act, 1935, and Part II of the Interstate Commerce

---

[1] Also Executive Secretary of the Great Lakes Growers' Employment Committee, Inc.

Act, and the Great Lakes Sugar Company, a corporation; and Great Lakes Growers' Employment Committee, Inc., a corporation, with aiding and abetting the above respondent in such violations. (49 Stat. L. 543; 49 U. S. C. A. 301 et seq.)

1. Engaging in the transportation of passengers in interstate commerce, for compensation, as a common carrier by motor vehicle without requisite authority, in violation of Section 306 (a). Counts I, IV, VII, X, XIII, XVI, XIX, XXII, XXV, XXVIII, XXXI, XXXIV, XXXVII, XL, and XLIII.
2. Engaging in transportation of passengers in interstate commerce, for compensation, as a common carrier by motor vehicle without tariffs on file, in violation of Section 317 (d). Counts II, V, VIII, XI, XIV, XVII, XX, XXIII, XXVI, XXIX, XXXII, XXXV, XXXVIII, XLI, and XLIV.
3. Engaging in interstate operations as a common carrier of passengers without having filed and in effect acceptable public liability and property damage security, in violation of Insurace Rules and Regulations and Section 322 (a). Counts III, VI, IX, XII, XV, XVIII, XXI, XXIV, XXVII, XXX, XXXIII, XXXVI, XXXIX, XLII, and XLV.

Julio dela Pena, Realitos, Texas, and Great Lakes Sugar Company and Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio (L&E-20291-4, E1214).

In the District Court of the United States for the Northern District of Ohio, Western Division—United States of America, Plaintiff, *vs.* Julio dela Pena, and Great Lakes Sugar Company, a Corporation, and Great Lakes Growers' Employment Committee, Inc., a Corporation, Defendants. No. ——

INFORMATION

Now comes Emerich B. Freed, United States Attorney in and for the Northern District of Ohio, who for the United States in this behalf prosecutes, in his own proper person, and with leave of Court first had and obtained, gives the Court here to understand and to be informed as follows, to wit:

COUNT I

1. That on, to wit, May 15, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2 That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT II

1. That on, to wit, May 15, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare

or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT III

1. That on, to wit, May 15, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT IV

1. That on, to wit, May 16, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jusridiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT V

1. That on, to wit, May 16, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for

compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT VI

1. That on, to wit, May 16, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifiactions as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT VII

1. That on, to wit, May 17, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT VIII

1. That on, to wit, May 17, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Corpus Christi, Tex., to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT IX

1. That on, to wit, May 17, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT X

1. That on, to wit, May 18, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Corpus Christi, Tex., to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XI

1. That on, to wit, May 18, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XII

1. That on, to wit, May 18, 1939, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Corpus Christi, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XIII

1. That on, to wit, May 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public

highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XIV

1. That on, to wit, May 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XV

1. That on, to wit, May 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XVI

1. That on, to wit, May 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XVII

1. That on, to wit: May 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XVIII

1. That on, to wit: May 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit: $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XIX

1. That on, to wit: May 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XX

1. That on, to wit: May 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXI

1. That on, to wit, May 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of

insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXII

1. That on, to wit: May 18, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXIII

1. That on, to wit: May 18, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit: $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXIV

1. That on, to wit, May 18, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection

of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit: $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXV

1. That on, to wit, May 19, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXVI

1. That on, to wit, May 19, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXVII

1. That on, to wit, May 19, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXVIII

1. That on, to wit, May 20, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXIX

1. That on, to wit, May 20, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXX

1. That on, to wit, May 20, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from Realitos, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid, then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550 U. S. Code).

COUNT XXXI

1. That on, to wit, October 13, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXII

1. That on, to wit, October 13, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from San Antonio, Texas,

to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXIII

1. That on, to wit, October 13, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXIV

1. That on, to wit, October 14, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid, then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States. (Title 18, Sec. 550, U. S. Code.)

COUNT XXXV

1. That on, to wit, October 14, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317(d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States. (Title 18, Sec. 550, U. S. Code.)

COUNT XXXVI

1. That on, to wit, October 14, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXVII

1. That on, to wit, October 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXVIII

1. That on, to wit, October 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XXXIX

1. That on, to wit, October 15, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways, including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XL

1. That on, to wit, October 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor

vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interestate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XLI

1. That on, to wit, October 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation of passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XLII

1. That on, to wit, October 16, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit, $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XLIII

1. That on, to wit, October 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in an interstate operation on a public highway, in that he did transport by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without there being in force with respect to defendant a certificate of public convenience and necessity issued by the Interstate Commerce Commission authorizing such interstate operations; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 306 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XLIV

1. That on, to wit, October 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle, engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, unlawfully did knowingly and willfully engage in the transportation passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, certain passengers, for compensation, to wit, $9.00 per person, then and there without having filed and without having on file with the Interstate Commerce Commission and without having published any fare or charge applicable to such transportation of said passengers; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 317 (d), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit, contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

COUNT XLV

1. That on, to wit; October 17, 1940, Julio dela Pena, defendant, then and there being a common carrier by motor vehicle engaged in the transportation of passengers for the general public in interstate and foreign commerce by motor vehicle on public highways including those between the points hereinafter set forth, for compensation, and as such subject to the rules and regulations, effective February 15, 1937, prescribed by the Interstate Commerce Commission for the protection of the public pursuant to Section 215, Motor Carrier Act, 1935, unlawfully did knowingly and willfully engage in interstate commerce and transport passengers by motor vehicle on public highways from San Antonio, Texas, to Findlay, State and Northern District of Ohio, Western Division, and within the jurisdiction of this Court, for compensation, to wit: $9.00 per person, then and there without having filed with, and without there having been approved by, the Interstate Commerce Commission, and without maintaining in effect, a surety bond, policy of insurance, certificate of insurance, qualifications as a self-insurer, and other securities or agreements, conditioned to pay, within the amount thereof, any final judgment recovered against said defendant for bodily injuries to, or the death of, any person resulting from the negligent operation, maintenance, or use of motor vehicles by said defendant as a common carrier as aforesaid, or for loss or damage to property of others; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 49, Sec. 322 (a), U. S. Code).

2. That defendants, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation, well knowing the premises aforesaid then and there unlawfully did knowingly and willfully aid and abet said Julio dela Pena the said offense in manner and form aforesaid to do and commit; contrary to the form of the statute in such case made and provided and against the peace and dignity of the United States (Title 18, Sec. 550, U. S. Code).

——— ———,
United States Attorney.
By ——— ———.
Assistant United States Attorney.

VERIFICATION

STATE OF OHIO,
County of Franklin, ss:

Marion M. Emery, being first duly sworn upon oath, deposes and says: that he is an employee of the United States Government, to wit: a District Supervisor of the Interstate Commerce Commission; that in the course of his duties as such District Supervisor he made an investigation of the matters set forth in the above and foregoing information against Julio dela Pena, Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation; that he has read the above and foregoing information and knows the contents thereof and that the matters set forth therein are true of his own knowledge.

——— ———.

Subscribed and sworn to before me this — day of ———, 1941.

——— ———, *Notary Public.*

My Commission expires ———————.

DISTRICT COURT OF THE UNITED STATES, NORTHERN DISTRICT OF OHIO, WESTERN DIVISION

United States v. *Julio Dela Pena.* No. 8472. Criminal[1] Information in XLV counts for violation of U. S. C., Title 49, Secs. 306 (a), 317 (d), 322 (a), and Title 18, Sec. 550

JUDGMENT AND COMMITMENT

On this 15th day of September 1941 came the United States Attorney and the defendant Julio Dela Pena, appearing in proper person, and[2] by counsel and

The defendant having been convicted on[3] his plea of guilty of the offense charged in the[1] information in the above-entitled cause, to wit[4] Transported passengers in Interstate Commerce without a certificate, and the defendant having been now asked whether he has anything to say why judgment should not be pronounced against him, and no sufficient cause to the contrary being shown or appearing to the Court, IT IS BY THE COURT

ORDERED AND ADJUDGED that the defendant, having been found guilty of said offenses, is hereby[5]________________________[6] ordered to pay a fine to the____ United States in the sum of $1,000.00 and the costs of prosecution herein taxed in the sum of $53.90.

IT IS FURTHER ORDERED that the Clerk deliver a certified copy of this judgment and commitment to the United States Marshal or other qualified officer and that the same shall serve as the commitment herein.[7]

(Signed) FRANK L. KLOEB, *Judge.*

A True Copy. Certified this 25th day of September 1941.

(Signed) C. B. WATKINS, *Clerk.*
(By) RAY LIVINGSTON, *Deputy Clerk.*

---

[1] Indictment or information.
[2] Insert "by counsel" or "having been asked whether he desired counsel assigned by the Court, replied that he did not," whichever is applicable.
[3] Insert the words "his plea of guilty," "plea of nolo contendere," or "verdict of guilty," as the case may be.
[4] Name specific offense or offenses and specify counts upon which convicted.
[5] Insert type of institution such as "jail," "training school," "reformatory," "penitentiary," or "special." If prisoner's circumstances require special type institution, Marshal should submit facts and recommendations of Court to Attorney General where regulations do not apply.
[6] Insert sentence and any provision for payment of fine and state whether sentences are to run concurrently or consecutively and, if consecutively, when each term is to begin; that is, with reference to termination of preceding term, or with respect to any other outstanding or unserved sentence.
[7] Certified copy to accompany defendant to institution.

DISTRICT COURT OF THE UNITED STATES, NORTHERN DISTRICT OF OHIO, WESTERN DIVISION

United States v. *Great Lakes Growers' Employment Committee, Inc.* No. 8472.

Criminal[1] Information in XLV counts for violation of U. S. C., Title 49, Secs. 306 (a), 317 (d), 322 (a), and Title 18, Sec. 550

JUDGMENT AND COMMITMENT

On this 15th day of September 1941, came the United States Attorney, and the defendant Great Lakes Growers' Employment Committee, Inc., appearing in proper person, and[2] by counsel and,

The defendant having been convicted on[3] its plea of nolo contendere of the offense charged in the[1] information in the above-entitled cause, to wit[4] Transported passengers in Interstate Commerce without a certificate, and the defendant having been now asked whether it has anything to say why judgment should not be pronounced against it, and no sufficient cause to the contrary being shown or appearing to the Court, IT IS BY THE COURT

ORDERED AND ADJUDGED that the defendant, having been found guilty of said offenses, is hereby[5] --[6] ordered to pay a fine to the United States in the sum of $2,000.00 and the costs of prosecution herein taxed in the sum of $68.90.

IT IS FURTHER ORDERED that the Clerk deliver a certified copy of this judgment and commitment to the United States Marshal or other qualified officer and that the same shall serve as the commitment herein.[7]

(Signed) FRANK L. KLOEB, *Judge.*

A True Copy. Certified this 25th day of September 1941.

(Signed) C. B. WATKINS, *Clerk.*
(By) RAY LIVINGSTON, *Deputy Clerk.*

INTERSTATE COMMERCE COMMISSION,
Washington, September 26, 1941.

NOTICE

E-1214. United States of America *vs.* Julio dela Pena and Great Lakes Sugar Company, a corporation, and Great Lakes Growers' Employment Committee, Inc., a corporation. In the District Court of the United States for the Northern District of Ohio, Western Division. Honorable Frank L. Kloeb, Judge

The Commission has been advised that on September 15, 1941, at Toledo, Ohio, Judge Frank L. Kloeb imposed fines totaling $3,000 and costs upon Julio dela Pena, of Realitos, Texas, and Great Lakes Growers' Employment Committee, Inc., of Findlay, Ohio, upon entry of a plea of guilty by the defendant, Julio dela Pena, to all counts of an information charging him with violations of Part II of the Interstate Commerce Act in connection with the transportation of passengers in interstate commerce by motor vehicle, and upon entry of a plea of nolo contendere by the defendant, Great Lakes Growers' Employment Committee, Inc., to all counts of the same information charging it with aiding and abetting the commission of the violations of Julio dela Pena.

The information which contained 45 counts, charged the defendant Julio dela Pena in 15 counts with having transported passengers in interstate commerce for compensation without requisite authority from the Commission, in 15 counts with having so transported passengers without having on file with the Commission his fares and charges for such transportation, and in 15 counts with having performed such transportation without having filed with the Commission evidence of public liability and property damage insurance coverage. In all counts the Great Lakes Sugar Company and the Great Lakes Growers' Employment Committee, Inc., were each charged with having knowingly and wilfully aided and abetted the defendant Julio dela Pena in committing the violations alleged.

---

[1] Indictment or information.

[2] Insert "by counsel" or "having been asked whether he desired counsel assigned by the Court, replied that he did not," whichever is applicable.

[3] Insert the words "his plea og guilty," "plea of nolo contendere," or "verdict of guilty," as the case may be.

[4] Name specific offense or offenses and specify counts upon which convicted.

[5] Insert type of institution such as "jail," "training school," "reformatory," "penitentiary," or "special." If prisoner's circumstances require special type institution, Marshal should submit facts and recommendations of Court to Attorney General where regulations do not apply.

[6] Insert sentence and any provision for payment of fine and state whether sentences are to run concurrently or consecutively and, if consecutively, when each term is to begin; that is, with reference to termination of preceding term, or with respect to any other outstanding or unserved sentence.

[7] Certified copy to accompany defendant to institution.

Upon the defendant Julio dela Pena the Court imposed a fine of $1,000 and costs, one-half to be paid within one week and the remainder on or before October 17, 1941. The Court imposed upon the defendant Great Lakes Growers' Employment Committee, Inc., a fine of $2,000 and costs, to be paid forthwith. It was agreed that a nolle prosequi be entered as to the defendant Great Lakes Sugar Company upon payment of the fine imposed upon Great Lakes Growers' Employment Committee, Inc.

The following facts were drawn to the attention of the Court: The defendant Julio dela Pena engaged in the transportation in interstate commerce by motor vehicle of Mexican laborers from points in Texas to points in Ohio. He has his principal place of residence at Realitos, Texas. He is of Mexican descent, though he is a citizen of the United States, and has wide acquaintance with Mexican laborers residing in the vicinity of San Antonio, Texas. In the winter season he operated at Realitos an employment bureau and recruits from that section, on behalf of Northern employers, Mexican laborers to work in the sugar beet fields of Ohio and other States. He has been employed since the spring of 1938 by the Great Lakes Growers' Employment Committee, Inc., to act in that capacity. In the spring some of these laborers travel, with their families, to the places of their prospective employment in automobiles owned by them. Others who are unable so to make the trip are transported by Julio dela Pena in trucks which he owns and operates. For the 1940 season he recruited more than 400 such laborers, and of these he transported more than 200 to Ohio. The trucks he used were two ordinary open trucks with tarpaulins spread over their tops and provided with benches for seats. In most cases 48 persons were transported at one time in one truck having 14-foot open bodies. The trip from Texas to northern Ohio takes about three days of steady day and night traveling. His custom was not to make stops on the way of more than 30 minutes each.

On arrival in Ohio, the Mexicans were assigned by the Great Lakes Growers' Employment Committee, Inc., to work with various sugar-beet growers as field laborers. This committee had advanced to Julio dela Pena the fare of each laborer transported, usually $9 per person, and on arrival the laborers executed for the Committee an assignment of wages to permit the Committee to deduct therefrom from time to time the amounts of the advances. During the season Julio dela Pena was also employed by the Committee as an interpreter and to use his trucks in transporting laborers from field to field, and at harvest time to haul beets to sugar refineries. At the close of the season he transported back to Texas such of the laborers and their families as did not have other means of return transportation.

The Great Lakes Growers' Employment Committee, Inc., is a corporation organized by officers and stockholders of the Great Lakes Sugar Company for the purpose of providing the various growers with adequate labor. This Committee is a nonprofit corporation composed exclusively of growers and associations of growers furnishing sugar beets to the Great Lakes Sugar Company, and to Lake Shore Sugar Company, an affiliated corporation. The Committee has no capital stock and practically no assets. It is closely affiliated in operation with the Great Lakes Sugar Company, which advances working capital, so that it may be said that the Company functions through the Committee as its intermediary. The evidence indicates that both corporations, and especially the Committee, had knowledge of the transportation activities of Julio dela Pena and assisted him therein, and knew that in performing such transportation he was not complying with the provisions to the Interstate Commerce Act. The various counts of the information related of the transportation of passengers under the circumstances described.

The transportation and other activities of Julio dela Pena are typical of a generally bad situation involving the employment and transportation of Mexican laborers under conditions regarded as harmful to the public interest and which, for that reason has received much consideration during the past few years. The Department of Labor has for some time been giving attention to it, and a special committee of the National House of Representatives, namely, the House Committee Investigating National Defense Migration, for some months has been, and still is, conducting an investigation into the problem. Certain authorities of the State of Texas have likewise been giving study to it. For several years the Interstate Commerce Commission has had knowledge of the problem and has made, especially in Texas, extensive investigations with a view toward enforcement proceedings for violations of the Interstate Commerce Act. For various reasons it has been difficult to discover adequate evidence to justify enforcement proceedings. However, in this case the Commission through its Bureau of Motor Carriers was successful in obtaining the necessary evidence.

The information was filed by Emerich B. Freed, United States Attorney, in connection with which he was assisted by Gerald P. Openlander, Assistant United States Attorney. The case was prepared and presented to the United States Attorney by Jack Garrett Scott, Chief Attorney, and John Dunning and David H. Dantzler, Attorneys, of the Bureau of Motor Carriers.

W. P. BARTEL, *Secretary*.

SWORN STATEMENTS AND EXHIBITS INTRODUCED AT TRIAL

STATE OF OHIO,
County of Hancock:

Julio dela Pena, of lawful age, being first duly sworn, deposes and says:

I am a citizen of the United States and at the present time am residing at 421 Lynn Street, Findlay, Ohio. My permanent address is Realitos, Tex., to which place I expect to return about December 20, 1940, and will reside there during the winter and early spring.

I own and operate three motor trucks consisting of two Chevrolet trucks with 14-foot bodies and one Dodge pick-up truck, capacity one-half ton.

Since the spring of 1934 and every spring thereafter I have transported laborers from Texas to northwestern Ohio and southern Michigan to work in the beet fields. A majority of these laborers are returned to their homes in Texas in the late fall when the beets are harvested and the operation repeated each year.

For this transportation I receive a stipulated amount per person generally $9 each for adults and $4.50 each for children between the ages of 8 and 14.

Since the spring of 1938 I have been associated with the Great Lakes Sugar Co. and have brought laborers from Texas in the spring and returned a majority of them in the fall for the said sugar company. This transportation is paid me by the workers signing an order authorizing the Great Lakes Sugar Co. to pay me this amount when the worker has accumulated a sufficient credit to his account through his labor in the fields.

During the summer months my trucks transport the laborers between the various beet fields where work is to be performed and also in the fall the said trucks transport sugar beets from the fields to the mill located in Findlay, Ohio. For this work I am paid by the Great Lakes Sugar Co.

In an individual capacity I am employed by the Great Lakes Sugar Co. as an instructor in the beet fields and as an interpreter for which services I am paid a stipulated monthly wage by the Great Lakes Sugar Co.

Since the spring of 1938 my transportation has been exclusively for the Great Lakes Sugar Co., Findlay, Ohio, and my interstate transportation consisted of the following:

In 1938 I transported two loads of workers in the spring from the vicinity of Realitos, Tex., to Findlay, Ohio, and returned one load in the late fall.

In 1939 I transported four loads of workers in the spring from the vicinity of Realitos, Tex., to Findlay, Ohio, and also returned one load.

In 1940 I transported ten loads in the spring from the vicinity of Realitos, Tex., to Findlay, and returned one load in August.

The workers were transported in the Chevrolet trucks heretofore described. The load returned in August 1940 mentioned above consisted of 25 persons from Findlay, Ohio, to Realitos, Tex. and vicinity, for which I was advanced the sum of $68 from the Great Lakes Sugar Co.

In the spring of 1940 I opened an employment agency in Realitos, Tex., for the purpose of securing laborers for the Great Lakes Sugar Co. to work in the beet fields of northern Ohio. Under this arrangement laborers were secured and sent to a qualified physician for a physical examination. For this service I charged the laborer the sum of $2, which was paid to me under the same arrangement as the transportation charges were paid heretofore described.

The details covering the payment of the load consisting of 25 persons returned in August 1940 are as follows: These people were poor workers and of very little use in the beet fields and consequently were not carrying any money and they requested me to take them back to Texas. As they did not have any money I took the matter up with L. W. Esckelsen, district manager of The Great Lakes Sugar Co., Findlay, Ohio, and he agreed to help out in the expense of returning them to Texas. He asked me how much I needed from him to help out on the expense of the return trip and I requested $75. L. W. Esckelsen then said he would give me $68 to help out on the trip. As final settlement for the season has not been made to date I have not actually received the said $68; however, it was and now is my understanding that I am to receive this amount to help defray expenses in making the said trip from The Great Lakes Growers Employment Committee, Inc.

Dated this 18th day of December 1940 at Findlay, Ohio.

JULIO DELA PENA.

Subscribed and sworn to before me this 18th day of December 1940.

M. M. EMERY,
Examiner and District Supervisor,
Bureau of Motor Carriers,
Interstate Commerce Commission.

STATE OF OHIO,
County of Hancock, ss:

John Vara Velasco, of lawful age, herewith deposes and says, previous to October 13, 1940, my address was 1020 Rip Ford Street, San Antonio, Tex.

On October 13, 1940, Julio dela Pena transported myself and approximately 15 other persons from San Antonio, Tex., to Findlay, Ohio. For this transportation I paid Julio dela Pena the sum of $12 and the motor vehicle used was a 1928 Ford truck.

I came to Findlay, Ohio, to work in the beet fields for the Great Lakes Sugar Co. My work is now finished and on December 14, 1940, I expect to go to Chicago, Ill., and reside at 1616 Roosevelt Road until spring when I will return to Findlay to again work in the beet fields.

On the trip from San Antonio, Tex., I arrived in Findlay, Ohio, on October 16, 1940. Two drivers drove the entire distance.

JOHN V. VELASCO.

Subscribed and sworn to before me this 9th day of December, 1940.

M. M. EMERY,
Examiner and District Supervisor, Bureau of Motor Carriers, Interstate Commerce Commission.

NORTH BALTIMORE, OHIO, *December 9, 1940.*

We, the following-named men, of lawful age, hereby depose and say, our present address is rural route 1, North Baltimore, Ohio. Our address on and after December 14 will be as follows: Trinidad Trujillo, rural route 1, box 81a, Corpus Christi, Tex.; Gilberto Gonzales, rural route 1, box 310, Corpus Christi, Tex.; Ramon Gonzales, rural route 1, box 310, Corpus Christi, Tex.; Eustaquio Barrientes, rural route 1, box 310, Corpus Christi, Tex.; Francisco Bara, 408 Seventeenth Street, Corpus Christi, Tex.

During the month of April or May 1940 Julio dela Pena transported us from the vicinity of Realitos, Tex., to Findlay, Ohio, for which we paid him $11 each. Such payment was made by signing an order authorizing the Great Lakes Beet Growers Association to pay Julio dela Pena this amount.

Signed.

TRINIDAD TRUJILLO,
GILBERTO (his mark) GONZALES,
EUSTAQUIO (his mark) BARRIENTES,
FRANCISCO (his mark) BARA,
RAMON (his mark) GONZALES.

Witnesses:
MARTIN STUDENKA.
M. M. EMERY.

Subscribed and sworn to before me this 9th day of December 1940.

M. M. EMERY,
Examiner and District Supervisor, Bureau of Motor Carriers, Interstate Commerce Commission.

BROWNSVILLE, TEX.

Eulogio Guerrero, Benjamin Guerrero, Eulogio Guerrero, Jr., and Fred Guerrero, of lawful age, being first duly sworn, depose and say:

In May 1939 Julio dela Pena transported us (except Fred Guerrero) from Corpus Christi, Tex., to Findlay, Ohio. We left Corpus Christi on May 15 and arrived in Findlay on May 20. For this trip we paid the sum of $12 per person. Also on May 16, 1940, the undersigned four left Realitos, Tex., and arrived in Findlay, Ohio, on May 20, 1940. On this trip we also came on a truck belonging to Julio dela Pena. In fact both trips were made on trucks belonging to Julio dela Pena. In 1939 it was a Ford V-8 truck and in 1940 a Chevrolet truck. For the trip in 1940 we paid the sum of $11 per person. The transportation both years was paid for by each of us signing an order authorizing the Great Lakes Growers' Employment Committee, Inc., to pay to Julio dela Pena these amounts from our earnings.

Signed this 18th day of December 1940, at Findlay, Ohio.

EULOGIO GUERRERO.
BENJAMIN GUERRERO.
FRED GUERRERO.
EULOGIO GUERRERO, Jr.

Subscribed and sworn to before me this 18th day of December 1940.

M. M. EMERY,
Examiner and District Supervisor,
Bureau of Motor Carriers, Interstate Commerce Commission.

WOODSIDE, OHIO, *October 28, 1940.*

I, Benito Hernandez, of lawful age, herewith deposes and says:

I live on 1316 Martin Street, San Antonio, Tex. On May 15, 1940, my brother Seferino Hernandez and myself left Rialitos, Tex., for Findlay, Ohio, to work for the Great Lakes Sugar Co., in the beet fields of northwestern Ohio.

I was transported in a Chevrolet truck belonging to Julio de Lapina of Rialitos, Tex. There were a total of 45 persons in the truck and 2 men drivers for Julio de Lapina drove all the way.

The journey was completed in 3 days and 3 nights arriving in Findlay about May 18, 1940. A stop was made every 300 miles and no stop exceeded 30 minutes. For the trip I paid $11 to Julio de Lapina and it is my understanding all of the other passengers also paid $11 each for the trip.

At present I am living in Bradnor, Ohio, but expect to return to San Antonio, Tex., in about 30 days. Payment was not made direct to Julio de Lapina but the $11 was deducted from the first payment for wages received from the Great Lakes Sugar Co.

BENITO HERNANDEZ.

Subscribed and sworn to before me this 28th day of October 1940.

M. M. EMERY,
Examiner and District Supervisor,
Bureau of Motor Carriers, Interstate Commerce Commission.

List of passengers transported by Julio dela Pena in 1940, taken from field labor accounts payable of Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio

[NOTE.—Group numbers are shown for ready future reference to the Great Lakes Growers' Employment Committee, Inc., records. Dates shown under group heading indicates years in addition to 1940 in which that particular group was transported from Texas to Ohio by Julio dela Pina]

Group No.	Name	Address
502	Cecilio Ancira, Bicente Ancira, Jose Ancira, Esteban Ancira, Hilario Ancira, Simon Ancira, Carlos Ancira, Herinda Ancira.	2411 Guadalupe, San Antonio, Tex.
503	Francisco Esquivel, Rafela Esquivel	506 St. Augustine, San Antonio, Tex.
503A	Daniel Vega, Pablo S. Ybarra	1105 Chihuahua, San Antonio, Tex.
511	George Aguilar, Enrique Aguilar, Zacaris Aguilar, Andrew Rendon, Julia Spata, Lidia Rendon.	Realitos, Tex.
512	Sebando Pina, Gabriel Ramos, Ambrosio Bargas, Remula Bargas.	Hebbronville, Tex.

List of passengers transported by Julio dela Pina in 1940, taken from field labor accounts payable of Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio—Continued

Group No.	Name	Address
513	Santos Castello, Maria Garcia, Vincenta Castello, Francisco Castillo, Juan C. Martinez, Maria Castillo.	2207 Chihuahua, San Antonio, Tex.
515	Remundo Mastinez, Felipe V. Rodrequez, Raul Martinez (also transported in 1939).	Hebbronville, Tex.
516	Baldomar Silas, Francisco Silas, Fred Silas, Virginia Silas.	Chilton, Tex.
518	Niebes Bargas, Tomasa Janna, Pedro Martinez, Maria Martinez, Poutation Martinez.	Box 1093, Robstown, Tex.
520	Calixtro Serda, Victor Serda, Josefa Serda, Severiana Barges, Octaviana Rodrequez (also transported in 1939).	Robstown, Tex.
521	Juan Cruz	Laredo, Tex.
524	Ben Garza, Raul Garcia, Jesus Ramos	San Marcos, Tex.
525	Martin Adame, Francisco Deleon (also transported in 1939).	Robstown, Tex.
526	Ernesto Garza, Jose Angel Garza, Jose Vellarreal, Amando Cantu (also transported in 1938 and 1939).	Realitos, Tex.
540	Manuel Soto, Elma Soto	Rio Hondo, Tex.
564	Leonardo Lopez, Albredo Lopez, Sara L. Santos, Rosa Lopez.	San Antonio, Tex.
604	Fausto Tovar, Cresencio Tovar, Manuel Perales, Isabela Perales, Filomeno Hernandez (also transported in 1938).	Laredo, Tex.
605	Trinidad Trujillo, Ramon Gonzalez, Eustaquio Barrientes.	2611 Coleman, Corpus Christi, Tex.
606	Eugenio Rodriquez, Ignacio Garcia, Eugenio Rodriquez, Jr., Alex Rodruiquez, Maria S. Rodriquez.	General delivery, Farr, Tex.
609	Filiberto Rios, Encarnacion Rios, Luis Rios, Antonio Rios, Margarita Rodriquez, Locadio Rios, Ernestina Rios.	General delivery, Asherton, Tex.
611	Jesus Hernandez, Manuela Hernandez, Estefano Hernandez, Euralia Hernandez, Jose Rodriquez.	216 Leona St., San Antonio, Tex.
612	Lina Benal, Genoveva Benal, Catalina Benal, Trinidad Benal.	521 Matamora, San Antonio, Tex
614	Eulogio Guerrero, Benjamin Guerrero, Eulogio Guerrero, Jr., Federico Guerrero (also transported in 1938).	General delivery, Tivala, Tex.
615	Jose Guerrero Cruz, Filipe De Luna	1919 Sanita Isabel, Laredo, Tex.
617	Salvador Pena, Alberto Saenz, Juan Florez, Edwardo Myers.	1017 San Edwardo, Laredo, Tex.
621	Benito Hernandez, Seferino Hernandez	1316 Martin St., San Antonio, Tex.
624	Juan R. Ruiz, Frances Ruiz, Mary Ruiz, Doria Rodriquez.	R. No. 5, Box 148F, San Antonio, Tex.
626	Juan P. Perez, Luisa Perez, Juan P. Perez, Jr., Maria Perez.	510 S. Nueces, San Antonio, Tex.
628	Niebez Sanchez, Manuela Sanchez, Francisca Sanchez.	509 St. Augustine, San Antonio, Tex.
608	Isabel Ojeda, Paula Ojeda, Fabian Ojeda, Ramona Ojeda, Luis Ojeda, Maria Ojeda, Jose Ojeda, Jesus Ojeda, Tomasa Ojeda.	Not known.
675	Branlio Rodriquez, Militon Rodriquez, Ricardo Rodriquez	Robstown, Tex.
676	Jose Benavides, Antonia Benavides	608 11th St., Corpus Christi, Tex.
678	Modesto Gomez, Francisco Gomez, Jesus Gomez, Modesto Gomez, Jr., Elvira Gomez.	1523 Antelope St., Corpus Christi, Tex.
680	Bonifacio Barrientes, Cecilio Barrientes	115 Ventura St., Corpus Christi, Tex.
709	Diego Aguilera, Raul Gomez	Hebronville, Tex.
710	Inez Raugel, Manuel Raugel, Francisco Raugel, Cecilia Raugel, Rodolfo Calderon, Jose Martinez.	Robstown, Tex.
711	Jose Garza, Raul Garza, Rene Garza, Genoveva Garza.	2205 Davis Ave., Laredo, Tex.
712	Francisco Flores, Adolfo DeLeon, Andres Lopez, Delfino Lopez, Jr., Delfino Lopez, Sr. (also transported in 1938 and 1939).	200 16th St., Corpus Christi, Tex.
713	Manuel G. Garcia, Maria J. Garcia, Isaac Garamio	Robstown, Tex.
714	Matio Gonzales, Anastacio Almaras	Do.
715	Luis Sarabia, Juana L. Sarabia, Eliza Sarabia, Jesus Sarabia, Felipe Sarabia.	Do.
754A	Simon Sefuentes	Oilton, Tex.
755	Lorenzo Ramirez, Rosa P. Ramirez	222 San Horasio, San Antonio, Tex.
756	Ednardo Garza, Amador Garza, Ednardo Garza, Jr., Dolorez Garza, Ramon Garza, Emelia Garza, Rita Garza.	Hebronville, Tex.
759	Manuel Gomez, Carlos Moreno, Margarito Mendieta, Meliton Gomez, Florentino Gomez, Eva Gonzalez, (also transported in 1938).	Do.

List of passengers transported by Julio dela Pena in 1940, taken from field labor accounts payable of Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio—Continued

Group No.	Name	Address
760	Romulo Pena, Cristina Pena, Amador Pena, Sabeido Pena.	Realitos, Tex.
787	Agustin Maldonado, Aurora Ramirez	Raymondsville, Tex.
789	Emilio Ysaguerre, Eusebio Ysaguerre	Gregory, Tex.
790	Manuel Lazo, Cruz Moreno	San Benito, Tex.
791	Henry Gorhan, Rafael De Lima, Josento Gonzales	Three Rivers, Tex.
792	Belasario Pena	General Delivery, Raymondsville, Tex.
793	Guadalupe Sanchez, Trinidad Rebullazo, Reyeraldo Sanchez.	Harlingon, Tex.
794	Thomas Delas Santos, Juan Basques	Zapata, Tex.
797	Pablo Cortez, Mary Cortez	Lockhart, Tex.
798	Ysabel Lopez, Rosendo Ramoz	General Delivery, Raymondsville, Tex.
799	Inez Gutierrez, Isidro Reyna	Gregory, Tex.
800	Silvestre Reyna Alvear	General delivery, San Juan, Tex.
823	Genaro Ramirez, Rodalfo Cantro, Juan Flores, Ben Soto (also transported in 1939).	Corpus Christi, Tex.
825	Francisco Flores, Reymundo Segarra, Lenor Flores (also transported in 1938 and 1939).	Do.
826	John Vara (Valasco)	1616 Roosevelt Rd., Chicago, Ill.

Tenant 1938, Betram Smith

[Specimen copy]

Grower's Contract With Field Worker

UNDERSIGNED GROWER AND FIELD WORKER AGREE

The field worker agrees—

To do all field work and properly care for the Grower's field of beets according to instructions given from time to time by the Grower.

To bunch and thin beets so as to leave the beets, when hoeing is completed, not more than eight to ten inches apart on the average, and not more than one beet in a place.

To hoe the beets whenever required, so as to remove all weeds, keep the beets clean in the rows and for four inches on each side of each row.

To pull and top beets when ready for harvest, removing all the dirt possible by striking beets together before removing tops.

To top beets at the lowest leaf line at a right angle to vertical axis.

To pile topped beets in piles consisting of the beets from sixteen rows, the piles to be at least two rods apart. To cover piles every night with all the leaves.

To level and prepare the surface of the ground where beets are to be piled.

To accept as full payment for said work the amounts shown on the schedule printed on the back of the contract, payable as stated in said schedule.

To pay the cost and expense of doing any work which he fails or refuses to do at the time or in the manner in which it should be done, and he authorizes the deduction of any such cost or expense from the amount herein agreed to be paid to him.

To pay any cost or expense, including attorney fees, imposed on the Grower or Great Lakes Sugar Company by reason of any attachment or garnishment of the amount payable to him hereunder, or by any litigation of any nature, or by any damage done by him to property of the Grower or said Company, and he authorizes the deduction and withholding of the amount of any such cost or expense from the amount payable to him.

The grower agrees—

To keep beets cultivated clean between the rows in a proper manner and give them at least one cultivation before they are blocked and thinned.

To lift the beets when ready for harvest.

To pay the Field Worker for said work according to the schedule printed on the back of this contract.

To make all settlements with the field workers through the Company's fieldmen.

That, to secure payment to the Field Worker, any and all proceeds to which the Grower may in any way become entitled to receive under his contract with the Company shall be charged with the payments and be paid out by the Company as provided in said contract, and this contract when filed with the Company shall be an order for such payment.

To haul or deliver the beets to the Great Lakes Sugar Company's plant.

General agreements.

In case the Grower fails to obtain a satisfactory stand of beets, or if at any time for the performance of work hereunder the condition of the crop shall be such that in the judgment of the Grower further work on the crop would not be justified, the Grower may terminate this contract by giving notice to the Great Lakes Sugar Company, the Field Worker and the holders of any orders given by the Grower and paying the Field Worker the fair value of what he has done to such date as nearly as may be according to the schedule on the back hereof.

The Grower and Field Worker shall be bound by the acreage as measured and the tonnage per acre as determined by the Company.

In the event the Grower and Field Worker disagree as to any matter pertaining to this contract or the performance thereof in any respect, or as to the amount payable hereunder, either party may notify Great Lakes Sugar Company, or upon said Company hearing of any such disagreement, it may appoint a representative to look into such matter and his decision shall be final and binding upon the parties, but that Company shall not come under any liability to the parties or either of them if it fails or refuses to decide such matter or because of any decision.

All debts incurred by the Field Worker as a result of credit extended or guaranteed by the Grower or Great Lakes Sugar Company shall be paid out of proceeds due the Field Worker hereunder from whatever source.

Great Lakes Sugar Company by accepting this order or otherwise shall not come under any obligation or liability to pay the Field Worker except out of money that may become payable to the Grower and then only after deducting therefrom any amount owing by the Grower to said Company and any other items provided to be first paid by the terms of its contract with the Grower.

In accordance with the regulations of the U. S. Department of Agriculture governing benefit payments to beet growers under the Federal Sugar Act of 1937, children under 14 years of age are not permitted to work in sugar beets and those between 14 and 16 years of age may not work more than 8 hours in any one day. The grower and worker agree that if the worker permits his or any other children to work in violation of these regulations or said Act, this contract shall automatically terminate as of the date such violation shall first become known to the grower; the worker receiving payment in full for work performed before such date.

SCHEDULE OF PAYMENTS PER MEASURED ACRE

For Blocking, Thinning, and Hoeing: $11.00 for blocking, thinning, hoeing and keeping beets free from weeds, payable when work is completed.

For harvesting

Net tons per acre:	*Rate per ton*	Net tons per acre—Con.	*Rate per ton*
Below 4	$1.50	Below 10	$0.91
4	1.30	11	.89
5	1.15	12	.87
6	1.06	13	.85
7	1.00	14	.83
8	.96	15	.81
9	.93	16 or above	.80

(The rate for all fractional tonnages between 4 and 16 tons rounded to the nearest tenth of a ton shall be in proportion within each interval.)

(Provision has been made in the determination that if, because of unusual circumstances, it is essential to employ labor on other than a piece-rate basis, and/or in those circumstances in which the use of special machine methods are used, rates other than the above may be applicable provided such rates are approved by the State Committee as equivalent to the piece rate for such work specified herein. See your Fieldman.)

Final settlement, according to terms of contract, to be made as soon as practicable after all beets have been delivered and net weight per measured acre determined.

APPLICATION FOR EMPLOYMENT WITH BEET GROWERS

Fully understanding the Grower's Contract with Field Worker for the Season of 1940, copy of which is printed above, we have subscribed our name below and do hereby faithfully promise to work for Growers of Great Lakes Sugar Company, Findlay plant.

If accepted, we agree to take care of 25 acres of sugar beets, according to the terms of aforementioned contract, which we agree to sign with grower when placed.

Signature EULOGIO GUERRERO.

Name: Eulogio Guerrero, age 64; Benjamin Guerrero, age 22; Eulogio Guerrero, Jr., age 18; Federico Guerrero, age 34.
Address: Gen. Del.
City: Tivala, Tex. Date: 5/20/40.
Experience: 1 yr., Findlay.
Worked for none Plant last year.

Signed K. B. CLARK.

Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio

GROUP NO. 605. FIELDMAN: BOOTH. BEET WORKERS' NAMES: TRINIDAD TRUJILLO, RAMON GONZALEZ, EUSTAQUIO BARRIENTES

Old balance	Date	Detail	Charges	Credits	New balance
0.00	5/19	Advance by Julio Dela Pena	$35.00	Detroit	
	5/19	F. W. equip	1.20		
	5/19	F. W. tools	3.10		
	5/19	Grocery special	3.39		
	5/19	F. W. fuel	.50		
	5/19	Cabin rental—No. 220	18.00		
	7/18	Groceries—Whiteys Food Market	9.20		
	7/22	Advance by Julio Dela Pena	7.39	Detroit	
	7/29	Shoes—Fleckners Clothing—No Baltimore	3.07		
	8/8	B. T. Labor—C. Hendrycks #759—1.63 acres @ 8.00		$13.04	
	8/9	Hoeing labor—O. Barringer #877—3.62 acres @ 3.00		10.86	
	8/13	B. T. labor—Thackery #605—.35 acres @ 8.00		2.80	
	8/14	Wirts Grocery	12.75		
	8/14	B. T. labor—M. Simon #896—.45 acres @ 8.00		3.60	
	8/14	B. T. labor—G. Cotant #905—.52 acres @ 8.00		4.16	
	8/14	B. T. H. labor—McGarvey #58—2.86 acres @ 11.00		31.46	
	8/14	B. T. H. labor—Whiteacre #56—6.23 acres @ 11.00		68.53	
	8/14	B. T. H. labor—Manecke #38—.75 acres @ 11.00		8.25	
	8/14	B. T. H. labor—Schwab #39—4.27 acres @ 11.00		46.97	
	8/14	B. T. H. labor—Deming #40—4.92 acres @ 11.00		54.12	
	8/16	Fleckners Clothing—No Baltimore	13.82		
	8/16	Hudsons Market—Cygnet	49.73		
	8/16	B. T. H. labor—Trout #900—1.24 acres @ 11.00		13.64	
	8/16	B. T. labor—Cole #531—.14625 acres @ 8.00		1.17	
	8/16	EF CK #4439	101.45		0.00
0.00	10/24	Advance—EF CK #4832	25.00		
	10/24	F. W. tools	2.50		
	10/24	F. W. tools	.50		
	11/6	Fleckners Clothing—No Baltimore	64.32		
	11/14	F. W. Fuel	2.09		
	11/15	Harvesting—Trout #900—8.97 acres @ 6.14		55.08	
	11/15	Stambaugh #1265—31.325 tons @ 1.00		31.33	
	11/15	Stambaugh—Above entry posted in error		*-31.33*	
	11/25	Advance—EF CK #5130	16.00		
	11/29	Transferred in from group #521	25.08		
	11/30	EF CK #5280	7.00		
	12/3	EF CK #5325	20.00		
	12/9	Harvesting—Solether #2077—.95 acres @ 6.25		5.94	
	12/15	F. W. fuel	2.02		
	12/13	Wirts Grocery—No Baltimore	84.37		
	12/14	EF CK #5517	90.00		
	12/16	Wirts Gas Station—No Baltimore	1.71		
	12/19	Harvesting—Bricker #38—39.64 acres @ 7.00		277.48	
	1/18	EF CK #6024	16.84	Detroit	$18.93
	1/28	Harvesting—Bricker Manecke #38		19.03	
	1/28	EF CK #6094	.10		0.00

Great Lakes Growers' Employment Committee, Inc., Findlay, Ohio—Continued

GROUP NO. 826. BEET WORKERS' NAMES: JOHN VARA, PASMILLAN

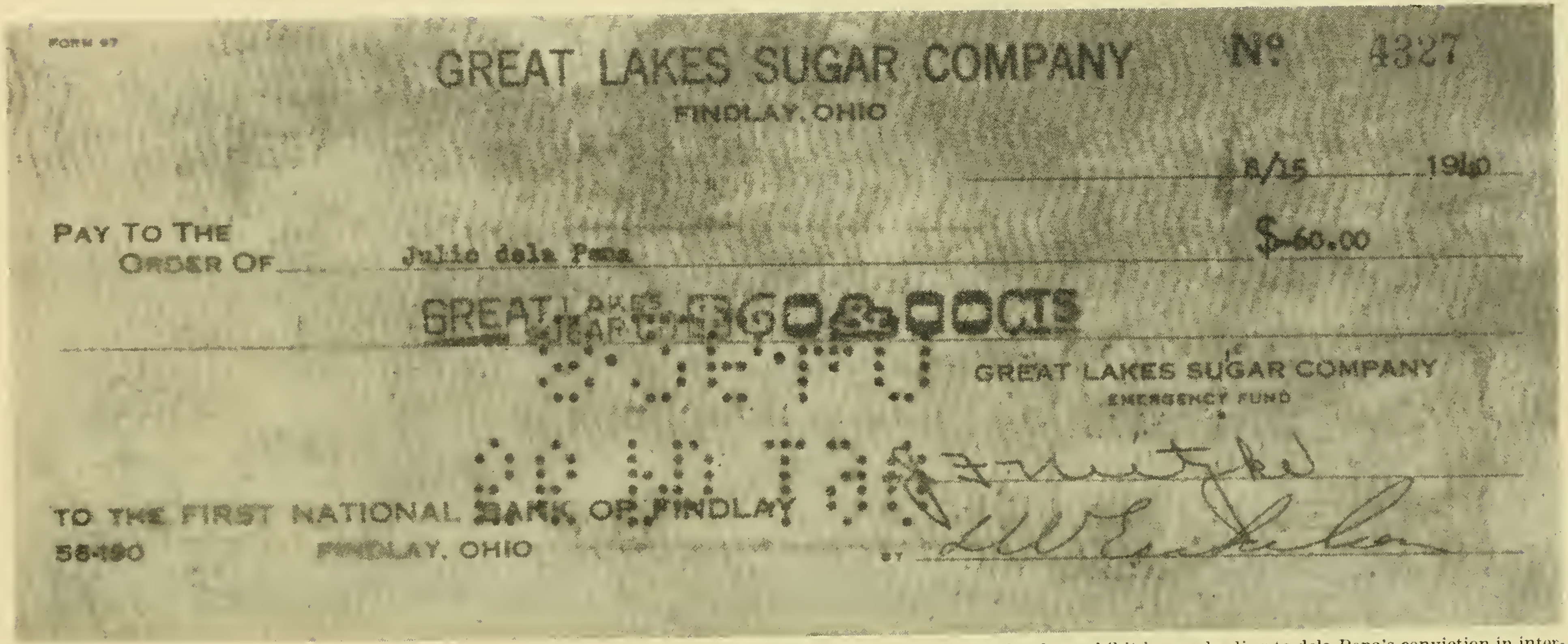
Old balance	Date	Detail	Charges	Credits	New balance
0.00	10/16	Advance by Julio dela Pena	$25.25		
	11/17	Harvesting, Bishop, #529, 5.95 acres @ 6.82		$40.58	
	11/16	Advance, EF CK #5047	10.00		
	11/26	Whiteys Food Market, Findlay	15.25		
	11/25	F W fuel	1.00		
	12/13	Harvesting, Cramer #31, 116 long rows		24.36	
	12/16	Whiteys Food Market, Findlay	1.00		
	12/16	Whiteys Food Market, Findlay	6.06		
	12/18	Whiteys Food Market, Findlay	1.00		
	12/19	Harvesting, Esckilsen #151, 1.98 acres @ 4.50		8.90	
	12/19	F W Equip	9.21		
	12/19	F W Tools	1.25		
	12/19	F W fuel	.50		
	12/19	Harvesting, Edwards #52, .05 acres @ 8.00		.40	
	12/19	Harvesting, Edwards #52, 3½ hrs. @ .40		1.40	
	12/19	Harvesting, Bricker #38, .53 acres @ 8.00 and 19 hours @ .40		11.84	
	12/19	EF CK #5611	16.96		
	12/19	EF CK #5638	4.08		$4.08

GROUP NO. 614. FIELDMAN: TENANT. BEET WORKERS' NAMES: EULOGIO GUERRERO, BENJAMIN GUERRERO, EULOGIO GUERRERO, Jr., FEDERICO GUERRERO

0.00	5/20	Advance by Julio dela Pena	$50.50		
	5/20	F. W. equip	2.65		
	5/20	F. W. tools	4.05		
	5/20	Grocery special	3.39		
	5/20	F. W. fuel	.50		
	5/20	Cabin rental—No. 110	18.00		
	7/12	F. W. fuel	5.00		
	8/8	B. T. H. labor—B. Smith #603—17.22 acres @ 11.00		$189.42	
	8/16	Ef. Ck. #4442	105.33		
	9/11	B. T. H. labor—Walter #603—8.63 acres @ 11.00		94.93	
	9/11	Ef. Ck. #4649	92.83		
	9/12	F. W. tools	1.60		
	9/12	F. W. fuel	.50		
	9/12	F. W. tools	1.60		
	9/13	Hoeing labor—Bormuth #561—1.28 acres @ 3.00		3.84	
	9/14	Ef. Ck. #4700	2.24		
	9/18	B. T. labor—Inbody #567—3.00 acres @ 8.00		24.00	
	9/19	Ef. Ck. #4725	24.00		
	10/18	F. W. tools	.50		
	11/16	Advance—Ef. Ck. #5044	5.00		
	11/20	Advance—Ef. Ck. #5078	5.00		
	11/26	Advance by Julio dela Pena	6.00		
	11/25	Harvesting—Smith #603—17.23 acres @ 8.74		150.59	
	11/27	Harvesting—Walter #602—8.63 acres @ 6.14		52.99	
	11/28	Simonis Gro. Co.—Carey	22.58		
	11/29	Ef. Ck. #5256	25.00		
	12/18	Groceries—Dolans Grocery	5.06		
	12/19	Harvesting—Miller #17—5.97 acres @ 6.88		41.07	
	12/19	Harvesting—Shuey #25—7.03 acres @ 5.95		41.83	
	12/19	Harvesting—Creps #66—3.01 acres @ 8.00		24.08	
	12/19	Harvesting—Creps #66—44 hours @ .40		17.60	
	12/19	Ef. Ck. #5575	217.34		
	12/19	Ef. Ck. #5633	39.51		
	12/19	Ef. Ck. #5632 to A. V. Mahnen	2.17		0.00

GROUP NO. 621. FIELDMAN: CLARK. BEET WORKERS' NAMES: BENITO HERNANDEZ, SEFERINO HERNANDEZ

0.00	5/20	Advance by Julio dela Peua	$27.25	Detroit	
	5/20	F. W. equip	4.96		
	5/20	F. W. tools	2.15		
	5/20	Grocery special	3.39		
	5/20	F. W. fuel	.50		
	5/20	Cabin rental—No. 37	18.00		
	8/1	Groceries—Burnaps White Front—Vanlue	32.04		
	8/1	B. T. labor—O. Phillips #651—8.51 acres @ 8.00		$68.08	
	8/1	Hoeing labor—O. Phillips #651—11.30 acres @ 3.00		33.90	
	8/1	Ef. Ck. #3972	13.69		0.00



FORM 97

GREAT LAKES SUGAR COMPANY Nº 4327

FINDLAY, OHIO

8/15 1940

PAY TO THE ORDER OF Julio dela Pena $60.00

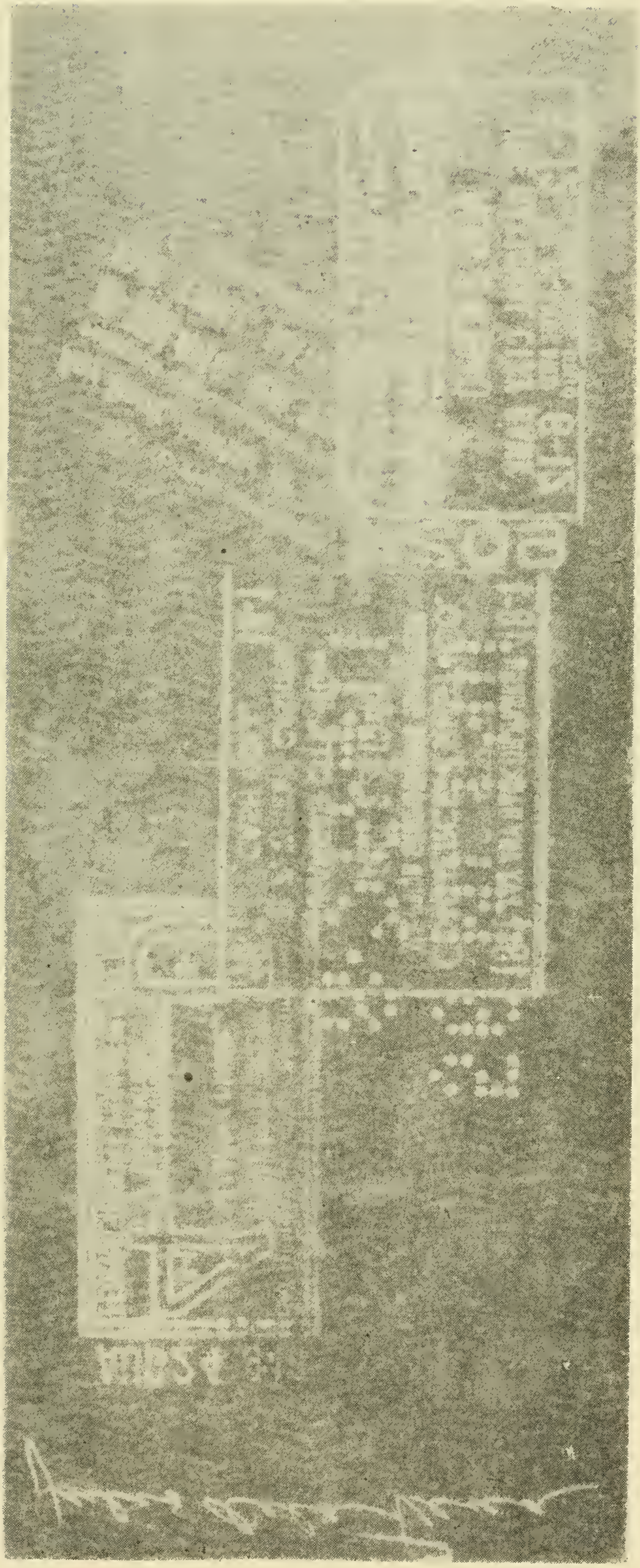
GREAT LAKES SUGAR CO. $60&00CTS

GREAT LAKES SUGAR COMPANY
EMERGENCY FUND

TO THE FIRST NATIONAL BANK OF FINDLAY
58-190 FINDLAY, OHIO

BY

Reproduction of check drawn on Great Lakes Sugar Co. and made payable to Julio dela Pena, truck owner, submitted as exhibit in case leading to dela Pena's conviction in interstate transportation of Mexican beet workers without an Interstate Commerce Commission certificate.



Reverse of check reproduced on facing page, bearing dela Pena's endorsement.

No. 4327

JULIO DELA PENA,
Findlay, Ohio:

Food and groceries for 2 loads of Texas field workers transported back to Texas -------- $60. 00

Julio dela Pena. 8/15/40. $60.00.

Debit account	Amount	Credit account	Amount
Agri. Exp	$60. 00	First National Bank of Findlay	

(Duplicate) Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: 8/15, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

	Amount
Food and groceries for 2 loads of Texas field workers transported back to Texas	$60. 00
Total	60. 00

Chg. Agri. Exp., Payee of Order.
(Original and Copy to Findlay Office.)

——— ———, *Fieldman.*

(Initialed:) C. W. E.

Original.

Dated at: FINDLAY, OHIO, *May 20, 1940.*

For value received, I hereby assign, transfer and order payment to Julio dela Pena or order, address Realitos, Texas, the sum of ——— Dollars ($50.50) from any sums of money due or to become due to me from ——— ——— or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

EULOGIO GUERRERO (64).
BENJAMIN GUERRERO (22).
EULOGIO GUERRERO, Jr. (18).
FEDERICO GUERRERO (34).

Witness:
R. D. NEWCOMER.

(Field Worker's Signature)

826

(Posted)

Dated at: FINDLAY, OHIO, *10/16, 1940.*

For value received, I hereby assign, transfer, and order payment to Julio dela Pena or order, address Realitos, Texas, the sum of Twenty-five and 25/100 Dollars ($25.25) from any sums of money due or to become due to me from ——— ——— or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

Witness:
R. D. NEWCOMER.

JOHN VARA (40).
JAS. MILLS (33).

(Field Worker's Signature)

For value received, I hereby sell, assign, and transfer to ——— ——— the within Order.

Dated 10/16, 1940.
Witness:
R. D. NEWCOMER

J. DELA PENA.

Group, 614.

(Posted)

Dated at: Findlay, Ohio, *Nov. 22, 1940.*

For value received, I hereby assign, transfer and order payment to Julio dela Pena, or order, address Realitos, Texas, the sum of Six and no/100 Dollars ($6.00) from any sums of money due or to become due to me from ____________________ or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

Eulogio Guerrero.

____

____

____

Witness:

____

____

(Field Worker's Signature)

(Initialed:) C. W. E.

#605

(Posted)

Acct. Trinidad Trujillo, Whitacre Lease, 2½ mi. E. of Cygnet.

Dated at: Findlay, Ohio, *Posted 6/5, 1940.*

For value received, I hereby assign, transfer and order payment to Julio dela Pena, or order, address Realitos, Texas, the sum of Seven and 39/100 Dollars ($7.39) from any sums of money due or to become due to me from Great Lakes Sugar Co., or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

Schwab, Lease Cont. 39, $46.97.

____

____

____

____

____

Witness:
R. D. Newcomer

T. Trujillo.
(Field Worker's Signature)

For value received, I hereby sell, assign, and transfer to ____________________ the within order.

Dated 6/5, 1940.
Witness: R. D. Newcomer

J. dela Pena.

New. #605

Dated at: Findlay, Ohio, *May 19, 1940.*

For value received, I hereby assign, transfer, and order payment to Julio dela Pena, or order, address Realitos, Texas, the sum of Thirty-five and no/100 Dollars ($35.00) from any sums of money due or to become due to me from Great Lakes Sugar Co. or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

Deming Lease Cont. 40, $54.12.

Trinidad Trujiello (40).
Roman Gonzales (39).
Eustaquio Barriontes (27)

____

Witness:
R. D. Newcomer

(Field Worker's Signature)

For value received, I hereby sell, assign, and transfer to ____________________ the within Order.

Dated May 19, 1940.
Witness:

Jose B. Goyalz.

R. D. Newcomer.

621

New.

Dated at: FINDLAY, OHIO, *May 20, 1940.*

For value received, I hereby assign, transfer, and order payment to Julio dela Pena or order, address Realitos, Texas, the sum of Twenty-Seven and 25/100 Dollars ($27.25) from any sums of money due or to become due to me from O. Phillips or other Beet Growers affiliated with the Great Lakes Growers' Employment Committee, Inc., which may be payable to me through the Great Lakes or Lake Shore Sugar Companies, or otherwise.

O. Phillips Contract 651, $33.90.

BENITO HERNANDEZ (29).
SEFERINO HERNANDEZ (32).

Witness:
R. D. NEWCOMER.

(Field Worker's Signature)

For value received, I hereby sell, assign and transfer to ------------------ the within Order.

Dated: 5/20, 1940.

J. DELA PENA.

Witness:
R. D. NEWCOMER.

NO. 3867

JULIO DELA PENA,
Findlay, Ohio.

Mileage—6/1/40 to 6/30/40:

Truck 6DF48 Trans. field workers, 961 miles, @ 6¢		57. 66	
Truck 6DG15 Trans. field workers, 2,474 miles @ 6¢		148. 44	
Pickup Truck 3BT97 Trans. field workers and field workers' equipment, 2,998 miles @ 6¢		179. 88	
Total, 6,433 miles @ 6¢		385. 98	
Less 353.45 gals. gasoline @ 15¢	$53. 02		
Less 2 qts. oil @ 15¢	. 30		
		53. 32	
			$332. 66

Julio dela Pena. 7/16/40. $332.66.

Debit account	Amount	Credit account	Amount
Trans. field workers	$332. 66	First National Bank of Findlay	

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: July 15, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

Mileage, 6/1/40 to 6/30/40, incl.:

Truck 6DF48: Trans field workers, 961 miles, @ 6¢		$57. 66	
Truck 6DG15: Trans field workers, 2,474 miles, @ 6¢		148. 44	
Pick-up Truck 3HT97: Trans field workers & field workers' equipment, 2,998 miles, @ 6¢		179. 88	
Total miles, 6,433 miles, @ 6¢		385. 98	
Less 353.45 gals. gasoline, @ 15¢	$53. 02		
Less 2 qts. oil, @ 15¢	. 30		
		53. 32	
			$332. 66
Total			332. 66

————, Payee of order.

(Original and Copy to Findlay Office.)

DEE, *Fieldman.*

(Initialed:) C.W.F.

JULIO DELA PENA,
Findlay, Ohio.

Truck mileage—hauling dusting material to dusters, 545 mi., @ 5¢	$27. 25
Moving field workers in territory, 71 miles, @ 5¢	3. 55
Truck 6DG15, July 1–15, incl	$30. 80

Julio dela Pena. 7/23/40. $30.80.

Debit account	Amount	Credit account	Amount
Dusting	$27. 25	First National Bank of Findlay	
Trans F. W	3. 55		
	30. 80		

(Duplicate) Cont. No.—

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: July 22, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

Truck mileage—hauling dusting material to dusters, 545 mi., @ 5¢	$27. 25
Moving field workers in territory, 71 mi., @ 5¢	3. 55
Truck 6DG15, July 1–15, inc.	
Total	30. 80

——— ———, Payee of order.
(Original and Copy to Findlay Office.)

J. F. W., *Fieldman.*

No. 3913

JULIO DELA PENA,
Findlay, Ohio:

Truck mileage, transfering labor in territory, 2,305 mi. at 6¢ Truck 3HT97, July 1–15, incl.	$138. 30

Julio dela Pena. 7/23/40. $138.30.

Debit account	Amount	Credit account	Amount
Trans. F. Workers	138. 30	First National Bank of Findlay	

(Duplicate)

GREAT LAKES SUGAR COMPANY

Cont. No. —

FINDLAY, OHIO

Date: JULY 22, 1940.

There is due (Name) J. dela Pena, Findlay, Ohio, for the following:

	Amount
Truck mileage, transfering labor in territory, 2,305 mi. at .06 Truck 3HT97, July 1–15, inc.	138. 30
Total	138. 30

——— ——— —, payee of Order.
(Original and Copy to Findlay Office.)

J. F. N.

(Initialed:) C. W. E.

No. 4029

Julio dela Pena,
Findlay, Ohio:

Mileage for truck transporting field workers in territory, 478 miles, at 6c	$28. 68

Julio dela Pena. 8/6/40. $28.68.

Debit account	Amount	Credit account	Amount
Trans. F. Wrks	$28. 68	First National Bank of Findlay	

(Duplicate)

Great Lakes Sugar Company

Cont. No. —

FINDLAY, OHIO

Date: Aug. 5, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

	Amount
Mileage for truck trans. field workers in territory, July 11–31, inc., 478 mi. at .06	28. 68
Total	28. 68

——— ———, Payee of Order.
(Original and Copy to Findlay Office.)

J. F. N.

(Initialed:) C. W. E.

No. 4031

Julio dela Pena,
Findlay, Ohio:

Truck mileage hauling dusting material to dusters, July 16–31, incl., 931 mi. @ 5¢	$46. 55

Julio dela Pena. 8/6/40. 46. 55.

Debit account	Amount	Credit account	Amount
L. L. Dusting	$46. 55	First National Bank of Findlay	

Cont. No. —

(Duplicate)

Great Lakes Sugar Company

FINDLAY, OHIO

Date: Aug. 5, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

	Amount
Truck mileage hauling dusting material to dusters, July 16–31, incl., 931 mi., @ .05	$46. 55
Total	46. 55

——— ———, Payee of Order.
(Original and Copy to Findlay Office.)
(Initialed:) C. W. E.

J. F. N.

No. 4559

Julio dela Pena, Findlay, Ohio: Truck mileage hauling dusting material, Aug. 1–31st, incl.:

Truck 6DG33, 1,325 mi. @ 5¢	$66. 25
Truck 6DG15, 542 mi. @ 5¢	27. 10
	$93. 35

Julio dela Pena, 9/7/40. 93. 35.

Debit account	Amount	Credit account	Amount
L. L. Dusting	$93. 35	First National Bank of Findlay	

Cont. No. —

(Duplicate)

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: SEPT. 7, 1940.

There is due (Name) Julio dela Pena, Findlay, Ohio, for the following:

Truck mileage hauling dusting material, Aug. 1–31, incl.:	*Amount*
Truck #6DG33, 1,325 mi., @ 5	$66. 25
Truck #6DG15, 542 mi., @ 5	27. 10
Total	93. 35

——— ———, Payee of Order.
(Original and Copy to Findlay Office.)
(Initialed:) C. W. E. J. F. N.

No. 4560

Julio dela Pena, Findlay, Ohio:

	Amount
Truck mileage tranc field workers to work on leases for B. T. & hoeing beets, July 1–Aug. 31st, incl.: Truck 6HT48, 2,394 mi., @ 6¢	$143 64

Julio dela Pena. 9/7/40. —143 64.

Debit account	Amount	Credit account	Amount
Trans F. Workers	$143. 64	First National Bank of Findlay	

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: SEPT. 7, 1940.

There is due (Name) Julio dela Pena, Findley, Ohio, for the following:

	Amount
Truck mileage, trans, Field workers to work on leases for B. T. & hoeing beets, July 1–Aug. 31, Inc., 2394 mi. @ 6¢	$143. 64

——— ———, Payee of Order.

J. F. W.

(Original and Copy to Findlay Office.)
(Initialed:) C. W. E.

No. 4561

Julio dela Pena,
Findlay, Ohio:

Truck mileage looking after Texas workers in territory: Truck 3HT97. July 15–Aug. 31, incl., 3,093 mi., @ 6¢	$185. 58
Less 140.1 Gals. gasoline, furnished @ 15¢	21. 01
	$164. 57

Julio dela Pena. 9/7/40. —164. 57.

Debit account	Amount	Credit account	Amount
Agrl. Exp	$164. 57	First National Bank of Findlay	

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: SEPT. 7, 1940.

There is due (Name) J. dela Pena, Findlay, Ohio, for the following:

	Amount
Truck mileage looking after Texas workers in territory, Truck 3HT97 July 15–Aug. 31, inc., 3,093 mi., @ 6¢	$185. 58

——— ———, Payee of Order.

J. F. W.

(Original and Copy to Finlay Office.)
(Initialed:) C. W. E.

Julio dela Pena,
Findlay, Ohio:

No. 4749

Truck mileage hauling dusting material to dusters in territory, 177 mil. @ 5 ¢	$8. 85
Hauling machinery 131 mil. @ 5¢	6. 55
Truck 6DG33, Sept. 1–15, incl	15. 40
Julio dela Pena, 9/25 40	—15. 40

Debit account	Amount	Credit account	Amount
L. L. Dusting	$8. 85	First National Bank of Findlay	
Agrl. Exp	6. 55		
	15. 40		

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: 9–23 1940.

There is due (Name) J. dela Pena, Findlay, Ohio, for the following:

	Amount
Truck mileage hauling dusting material to dusters in territory, 177 miles @ 5¢	$8. 85
Hauling machinery 131 miles @ 5¢	6. 55
Truck 6DG33 Sept. 1–15, inc.	
Total	15. 40

——— ———, Payee of Order
(Original and Copy to Findlay Office.)

J. F. N.

J. dela Pena,
Findlay, Ohio: No. 4949

Truck mileage:

		Amount
Hauling machinery, 380 mile at 6¢	$22.80	
Hauling Field workers in territory, 611 mile at 6¢, Oct. 9–Nov. 1, inclusive	48.66	
		$71.46

J. dela Pena, November 8, 140,—71.46.

Debit account	Amount	Credit account	Amount
Agrl. exp	$22.80	First National Bank of Findlay	
Trans. & maint. of F. L	48.66		
	71.46		

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: Nov. 7, 1940.

There is due (Name) J. dela Pena, Findlay, Ohio, for the following:

Truck mileage, Oct. 9–Nov. 1, inc.:

		Amount
Hauling machinery 380 mil. @ 6¢	$22.80	
Hauling field workers in territory 811 mil. @ 6	48.66	
Total		$71.46

——— ———, Payee of Order.

J. F. Nutke.

(Original and Copy to Findlay Office.)
(Initialed:) C. W. E.

No. 5102

J. dela Pena,
Findlay:

Truck mileage: Trans. field workers in territory Nov. 1–15th, 881 mi. at 5¢	$44.05

J. dela Pena. 11/22/40. $44.05.

Debit account	Amount	Credit account	Amount
Trans. F. workers	$44.05	First National Bank of Findlay	

(Duplicate)

Cont. No. —

GREAT LAKES SUGAR COMPANY

FINDLAY, OHIO

Date: Nov. 22, 1940.

There is due (Name) J. de la Pena, Findlay, Ohio, for the following:

	Amount
Truck mileage: Trans. field workers in territory 881 mi. at 5¢	$44.05
Total	44.05

——— ———, Payee of Order.

J. F. Y.

(Original and Copy to Findlay Office.)

	*
	$0. 50
	. 58
	1. 60
	. 55
	1. 90
	1. 65
	1. 65
	. 38
Mileage	8. 81*
	. 05
Trans. F. Workers	44. 05

No. 5657

JULIO DELA PENA,
Findlay, Ohio:

Moving and supervising Texan field workers, Nov. 16th to Dec. 19th, 1940, incl., 3,304 Miles at 5¢ ---- $165. 20

Julio dela Pena. December 21, 1940, $165.20.

Debit account	Amount	Credit account	Amount
Agrl. & Field, Securing & Maintaining Field Workers.	$165. 20	First National Bank of Findlay	----------

(Duplicate)

GREAT LAKES SUGAR COMPANY

Cont. No. –

FINDLAY, OHIO

Date: DECEMBER 21, 1940.

There is due (Name) JULIO DELA PENA.

Box or R. F. D. Findlay, Ohio, for the following:

	Amount
Moving and supervising Texan field workers, November 16th to December 19th, 1940, Incl., 3,304 miles @ 5¢ per mile	$165. 20
Total	165. 20

——— ———, Payee of Order.

(Original and Copy to Findlay Office.) ——— ———, Fieldman.

No. 5662

JULIO DELA PENA,
Findlay, Ohio:

Moving and supervising Texan field workers, Dec. 16th and 18th, 1940, 198 miles @ 6¢ per mile ---- $11. 88

Julio dela Pena, December 21, '40, $11. 88.

Debit account	Amount	Credit account	Amount
Agrl. & Field, Securing and Maintaining Field Workers.	$11. 88	First National Bank of Findlay	----------

(Duplicate)

GREAT LAKES SUGAR COMPANY

Cont. No. —

FINDLAY, OHIO

Date: DECEMBER 21, 1940.

There is due (Name) JULIO DELA PENA.
Box or R. F. D., Findlay, Ohio, for the following:

	Amount
Moving and Supervising Texan Field Workers, December 16th and 18th, 1940, 198 miles @ 6¢ per mile	$11. 88
Total	11. 88

——— ———, Payee of Order.
(Original and Copy to Findlay Office.) ——— ———, Fieldman.

EXHIBIT 50.—A STUDY OF SUGAR BEET FIELD WORKERS' EARNINGS AND EXPENSES

REPORT BY M. C. HENDERSON, BEET GROWERS' EMPLOYMENT COMMITTEE, INC., SAGINAW, MICH.[1]

JANUARY 25, 1941.

Three fieldmen were chosen for assistants in compiling the data which follows concerning the earnings and living expenses of sugar beet field workers during the 1940 season. Tony Willems of Lansing, Gilbert Smith of Caro, and Norman Gardner of Crosswell gathered the information. Each was asked to report on three families, one exceptionally good, one average, and one poor family.

The information shown is more or less self-explanatory and does not require interpretation by the writer. A summary of the information showing totals and averages is shown on the last sheet of this report.

It has been anticipated that totals and averages would also be shown in connection with interseasonal work. However, this type of information was the hardest of all to get since there were no records in the plant offices covering such work and also because certain of the reporting fieldmen used different bases in reporting number of days of work, etc. At the time that this information was requested, the interseasonal work had been completed and many of the workers involved could not remember facts and figures concerning this work. Should further information be desired next year it should be requested before the interseasonal work begins.

The fieldmen involved have done an excellent job of reporting and without their help nothing like accuracy in these figures would have been possible.

1. Name of head of group: Rafael Gomez.
2. Where from: Eagle Pass, Tex.
3. Names and ages of all persons in group, including children:

Rafael Gomez	39	Billy Patino	6
Amalio Gomez	35	Dora Patino	13
Walter Patino	17	Olga Patino	3
Amado Patino	15	Julian Gomez	16
Ernesto Patino	11	Amado Esqueda	39

4. Number of acres worked, blocking, thinning, and hoeing: 55.10.
5. Total earnings, blocking, thinning, and hoeing: $606.10.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$50	(*c*) Company deductions	$0
(*b*) Grocery bill	92	(*d*) Other items	13

7. Net cash received at time of first payment: $501.

* * * * * * *

---

[1] Mr. Henderson was a witness before the committee in Chicago on August 21, 1940, when he submitted a paper and testified on the employment in Michigan of migratory labor from Texas. See Chicago hearings, pp. 1271–1298.

Interseason work

8. Type of work engaged in: Picked pickles and farm work.
9. Approximate number of days of work: 80.
10. Total amount earned: $140.
11. Approximate living expenses: $80.
12. Net profit for interseason work: $60.

* * * * * * *

13. Number of acres worked, pulling and topping: 63.40.
14. Average tonnage per acre: 8.
15. Total amount earned, pulling and topping: $505.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$80
(*b*) Company deductions	0
(*c*) Other items	0

17. Total cash received for fall work, including bonus: $425.
18. Total earnings for season, all work: $1,251.10.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $315.
20. Net profit for entire season's work: $936.10.

Report submitted December 28, 1940.

TONY WILLEMS.

1. Name of head of group: Louis Coultrerr.
2. Where from: San Antonio, Tex.
3. Names and ages of all persons in group, including children:

Louis Coultrerr	53	Joe Coultrerr	15
Minnie Coultrerr	47	Alfred Coultrerr	9
Robert Coultrerr	17	Rudy Coultrerr	6
James Coultrerr	16	Minnie Coultrerr	3
Marie Coultrerr	16		

4. Number of acres worked, blocking, thinning, and hoeing: 22.90.
5. Total earnings, blocking, thinning, and hoeing: $251.90.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$50.00	(*c*) Company deductions	0
(*b*) Grocery bill	128.22	(*d*) Other items	1.39

7. Net cash received at time of first payment: $251.90.

* * * * * * *

Interseason work

8. Type of work engaged in: Picking pickles.
9. Approximate number of days worked: 100.
10. Total amount earned: $150.
11. Approximate living expenses: $150.
12. Net profit for interseason work: None.

* * * * * * *

13. Number of acres worked, pulling and topping: 23.90.
14. Average tonnage per acre: 6.50.
15. Total amount earned, pulling and topping: $146.88.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$140	(*c*) Other items	0
(*b*) Company deductions	0		

17. Total cash received for fall work, including bonus:
18. Total earnings for season, all work: $548.78.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $469.61.
20. Net profit for entire season's work: $79.17.

Report submitted December 28, 1940.

TONY WILLEMS.

1. Name of head of group: Louis Ruise Cortez.
2. Where from: San Antonio, Tex.
3. Names and ages of all persons in group, including children:

Louis Cortez	26	Jesus Cortez	21
Melshore Cortez	23	Felix Cortez	20
Juan Cortez	60	Lupe Cortez	14
Maria Cortez	50	Louis Cortez	2
Juan Cortez	33	Alfonso Cortez	2
Pedro Cortez	30	Marilen Cortez	4
Simons Cortez	21	Trinidad Cortez Dias	18

4. Number of acres worked, blocking, thinning, and hoeing: 53.80.
5. Total earnings, blocking, thinning, and hoeing: $538.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$92. 00	(*c*) Company deductions	0
(*b*) Grocery bill	148. 00	(*d*) Other items	$22. 90

7. Net cash received at time of first payment: $275.10.

* * * * * * *

Interseason work

8. Type of work engaged in: Picking pickles and general farm work.
9. Approximate number of days of work: 60.
10. Total amount earned: $260.
12. Net profit for interseason work: None.

* * * * * * *

13. Number of acres worked, pulling, and topping: 62.30.
14. Average tonnage per acre: 7.
15. Total amount earned, pulling, and topping: $436.10.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$130
(*b*) Company deductions	0
(*c*) Other items	0

17. Total cash received for fall work, including bonus: $306.
18. Total earnings for season, all work: $1,234.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $652.90.
20. Net profit for entire season's work: $581.10.

Report submitted December 28, 1940.

TONY WILLEMS.

1. Name of head of group: Rafael Munoz.
2. Where from: 1314 El Paso Street, San Antonio, Tex.
3. Names and ages of all persons in group, including children:

Rafael Munoz	39	Margaret Munoz	5
Candelaria Munoz	32	Candelaria Munoz	3
Patricia Munoz	11	Juan Munoz	42
Lupe Munoz	9	Jesus Saldana	29
Alvria Munoz	6		

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 33.40.
   Number of acres hoed: 33.40.
5. Total earnings, blocking, thinning, and hoeing: $365.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$60. 00	(*d*) Other items (automobile)	$71. 00
(*b*) Grocery bill	105. 00		
(*c*) Company deductions (hoes, file, and clothing)	10. 25		

7. Net cash received at time of first payment: $118.75.

* * * * * * *

Interseason work

8. Type of work engaged in: 2 weeks picking beans at McBain, Mich.; day work on farms, R..F. D., care for sugar beet growers.
9. Approximate number of days of work:——
10. Total amount earned: $155.
11. Approximate living expenses: $40.
12. Net profit from interseason work: $115.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 34.40.
14. Average tonnage per acre: 9.50.
15. Total amount earned, pulling and topping: $300.62.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$60. 00
(*b*) Company deductions (doctor bills)	35. 00
(*c*) Other items (coal)	3. 85

17. Total cash received for fall work, including bonus: $300.62.
18. Total earnings for season, all work: $820.82.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $345.10.
20. Net profit for entire season's work: $475.72.

Report submitted November 22, 1940.

Rafael Munoz.

1. Name of head of group: Pedro L. Estrada.
2. Where from: San Antonio, Tex.
3. Names and ages of all persons in group, including children:

Pedro L. Estrada	25	Pedro Estrada, Jr	1
Juanita Estrada	24	Antonio Estrada	18
Jose Estrada	5	Petra Estrada	16
Margaret Estrada	2		

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 30.70.
Number of acres hoed: 30.70.
5. Total earnings, blocking, thinning, and hoeing: $337.70.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$40. 00
(*b*) Grocery bill	140. 00
(*c*) Company deductions (3 hoes, 1 file)	3. 25
(*d*) Other items (automobile payment)	25. 00

7. Net cash received at time of first payment: $129.45.

* * * * * * *

Interseason work

8. Type of work engaged in: Picking tomatoes and pickles near Marshall, Mich.; also day work on farms.
9. Approximate number of days of work: 10.
10. Total amount earned: $20.
11. Approximate living expenses: $20.
12. Net profit from interseason work: None.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 20.70.
14. Average tonnage per acre: 11.34.
15. Total amount earned, pulling and topping: $206.95.

16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill (company)	$113. 00
(*b*) Deductions, company (doctor bills)	8. 00
(*c*) Other items	3. 85
(*d*) Milk and eggs from farmer	7. 00

17. Total cash received for fall work, including bonus: $75.10.
18. Total earnings for season, all work: $564.65.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $340.10.
20. Net profit for entire season's work: $224.55.

Report submitted November 23, 1940.

PETER ESTRADA.

1. Name of head of group: Desiderio Raygosa.
2. Where from: Box 35, Castroville, Tex.
3. Names and ages of all persons in group, including children:

Desiderio Raygosa	47	Angelita Raygosa	14
Petra Raygosa	38	Leocidia Raygosa	9
Esther Raygosa	16	Josephine Raygosa	7
Sara Raygosa	16	Antonio Raygosa	5
Marcela Raygosa	15	Augustine Raygosa	3

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 42.75.
   Number of acres hoed: 42.75.
5. Total earnings, blocking, thinning, and hoeing: $470.25.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation (own car)	$50	(*d*) Other items (traded cars, paid cash to dealer)	$200
(*b*) Grocery bill	180		
(*c*) Deductions, company	0		

7. Net cash received at time of first payment: $40.25.

* * * * * * *

Interseason work

8. Type of work engaged in: Head of the family worked day work on farms and three girls worked in canning factory at Pigeon, Mich.
9. Approximate number of days of work: (?).
10. Total amount earned: $200.
11. Approximate living expenses: $120.
12. Net profit from interseason work: $80.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 49.35.
14. Average tonnage per acre: 11.40.
15. Total amount earned, pulling and topping: $497.01.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill (total living expenses)	$160
(*b*) Company deductions	0
(*c*) Other items	0

17. Total cash received for fall work, including bonus: $497.01.
18. Total earnings for season, all work: $1,167.26.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $457.01.

Report submitted November 16, 1940.

DESIDERIO RAYGOSA.

1. Name of head of group: Luis Gonzales.
2. Where from: Crystal City, Tex.
3. Names and ages of all persons in group, including children:

Luis Gonzales	23	Ernestine Gonzales	5
Mary Gonzales	25	Johnnie Gonzales	3
Andena Gonzales	14		

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 12.08.
   Number of acres hoed: 12.08.
5. Total earnings, blocking, thinning, and hoeing: $132.88.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$33. 85	(*d*) Other items	$51. 03
(*b*) Grocery bill	55. 00		
(*c*) Company deductions	None.		

7. Net cash received at time of first payment: None.

* * * * * * *

Interseason work

8. Type of work engaged in: String beans.
9. Approximate number of days of work: 35.
10. Total amount earned: $50.
11. Approximate living expenses: $48.
12. Net profit for interseason work: $2.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 12.
14. Average tonnage per acre: 6.50.
15. Total amount earned, pulling and topping: $76.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$41. 20
(*b*) Company deductions	None.
(*c*) Other items	13. 92

17. Total cash received for fall work, including bonus: $76.
18. Total earnings for season, all work: $258.88.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $243.
20. Net profit for entire season's work: $15.88.

Report submitted January 6, 1941.

NORMAN GARDNER.

1. Name of head of group: Simon Gutieriez.
2. Where from: San Antonio, Tex., Poteet County.
3. Names and ages of all persons in group, including children:

Simon Gutieriez	42	Rodolfe Gutieriez	17
Carmar Gutieriez	39	Paul Gutieriez	15
Vincente Gutieriez	14	Velia Gutieriez	14

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 45.91.
   Number of acres hoed: 45.91.
5. Total earnings, blocking, thinning, and hoeing: $505.01.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$70	(*c*) Company deductions	$0
(*b*) Grocery bill	124	(*d*) Other items	32

7. Net cash received at time of first payment: $279.01.

* * * * * * *

Interseason work

8. Type of work engaged in: String beans.
9. Approximate number of days of work: 22.
10. Total amount earned: $115.01.
11. Approximate living expenses: $80.
12. Net profit for interseason work: $35.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 49.91.
14. Average tonnage per acre: 7.07.
15. Total amount earned, pulling and topping: $368.09.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$67.00
(*b*) Company deductions	0
(*c*) Other items	13.54

17. Total cash received for fall work, including bonus: $368.09.
18. Total earnings for season, all work: $988.10.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $386.54.
20. Net profit for entire season's work: $601.56.

Date report submitted, January 6, 1941.

NORMAN GARDNER.

1. Name of head of group: Fred Vogt.
2. Where from: San Antonio, Tex., Bexar County.
3. Names and ages of all persons in group, including children:

Fred Vogt	40	Jose Vogt	17
Salme Vogt	38	Lupe Vogt	15
Ruben Vogt	18	Fred Vogt, Jr	7

* * * * * * *

Spring work

4. Number of acres blocked and thinned: 32.83.
Number of acres hoed: 32.83.
5. Total earnings, blocking, thinning, and hoeing: $361.13.
6. Total guaranteed accounts and deductions at time of first payment:

(*a*) Transportation	$65.00	(*c*) Company deductions	0
(*b*) Grocery bill	136.70	(*d*) Other items	67.55

7. Net cash received at time of first payment: $91.88.

* * * * * * *

Interseason work

8. Type of work engaged in: Picking cherries and tomatoes.
9. Approximate number of days of work: 44.
10. Total amount earned: $366.
11. Approximate living expenses: $216.
12. Net profit for interseason work: $150.

* * * * * * *

Fall work

13. Number of acres worked, pulling and topping: 32.83.
14. Average tonnage per acre: 12.80.
15. Total amount earned pulling and topping: $361.14.
16. Total guaranteed accounts and deductions at time of second payment:

(*a*) Grocery bill	$23.02
(*b*) Company deductions	0
(*c*) Other items	19.92

17. Total cash received for fall work, including bonus: $361.14.
18. Total earnings for season, all work: $1,088.27.
19. Total guaranteed accounts and deductions, including living expenses during interseason work: $528.19.
20. Net profit for entire season's work: $560.08.

Report submitted January 6, 1941.

NORMAN GARDNER.

Total number of workers	50
Total number of men workers	25
Total acres blocked, thinned, and hoed	329. 47
Average acres blocked, thinned, and hoed	6. 59
Total earned, blocking, thinning, and hoeing	$3, 567. 97
Average earned, blocking, thinning, and hoeing	$71. 36
Total earned, interseasonal work	$1, 456. 00
Average earned, interseasonal work	$29. 12
Total earned, pulling and topping	$2, 897. 79
Average earned, pulling and topping	$57. 96
Total earned from beets	$6, 465. 76
Average earned from beets	$129. 32
Total earned for season, all work	$7, 921. 76
Average earned for season, all work	$158. 44
Total expenses for season, including nonworkers	$3, 990. 69
Average expenses per worker, including expenses of dependents [1]	$79. 81
Average cash received at the end of season	$98. 74
Average number of days work per man in beets [2]	29. 65
Average earnings per day per man in beets	$4. 36

[1] Includes automobiles, purchases, etc.

[2] Based on ½ acre per day per man, blocking and thinning; 2 acres per day per man, hoeing; ½ acre per day per man, pulling and topping (9 tons beets).

EXHIBIT 51.—HISTORY OF SUGAR BEET LABOR IN MICHIGAN

REPORT BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, U. S. DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

The beet-sugar industry in Michigan began when the Michigan Sugar Co. built a plant at Essexville, near Bay City, which operated for the first time in 1898. A beet-sugar factory erected in White Pigeon, Mich., in 1840, operated for a short time, but there was no further development of the industry until about 1880 when Michigan State College undertook investigations "on the subject of obtaining a supply of sugar from plants that could be raised" in the State. The attention of the college investigators was first turned to sorghum.

The interest of the State in the development of the sugar industry had been evidenced by the passage of an act in 1881 to promote the manufacture of sugar within its boundaries. This act provided that Michigan would pay $2 for every hundred pounds of merchantable sucrose sugar manufactured in the State from sugar cane, cornstalks, or beets grown in the State. The bounty was to be paid each year for the 5-year period beginning with January 1, 1882. In addition, all buildings and machinery used for the manufacture of sugar from these sources were exempt from taxation for 5 years.

Encouragement from the State in the form of bounties and tax exemptions, and the work of the college in developing sugar from sorghum failed to give impetus to the sugar industry. Only one man applied for the bounty for sugar made from sorghum, the total of payments to him for three years being $404.70. No claims were made for bounties for sugar manufactured from beets or cornstalks.[1]

After the failure of the college to secure results with sorghum, its attention turned to sugar beets. Seeds were imported for distribution among farmers in the State. Of 400 farmers receiving the seeds, 228 farmers in 39 counties reported results and sent beets to the college for analysis. "The results of these trials were most gratifying." [2] Michigan thereupon passed a second act in 1897 providing for bounties of 1 cent a pound on all sugar from beets grown in the State, provided the farmer received $4 a ton for beets containing 12 percent sugar.[3] The State bounty law, as well as the Federal Tariff Act of 1897,[4] gave great impetus to the industry. During the 10-year period following the passage of these acts, there was a remarkable expansion of the beet-sugar industry in Michigan. Idaho, Kansas, Iowa, Minnesota, New York, and Nebraska also enacted laws to encourage the manufacture of sugar.[5]

---

[1] R. C. Kedzie, The Beet Sugar Industry in Michigan, 1901; Michigan Experiment Station Bull. 305, Sugar Beet Costs and Returns in Michigan, by K. T. Wright, December 1940.

[2] Kedzie, op. cit., p. 3.

[3] Progress of the Beet-Sugar Industry in the United States in 1898, U. S. Department of Agriculture, Government Printing Office, 1899, p. 56.

The United States Department of Agriculture was extremely active in promoting the sugar-beet industry. From 1897 to 1909, the Department issued annual Reports on the Progress of the Beet-Sugar Industry, several of which were printed as congressional documents. The work of the Department along these lines can best be summarized from one of the reports:

"* * * The Department of Agriculture, working in conjunction with the State experiment stations, has been diligently experimenting and solving the agricultural questions that entered into the beet sugar problem. The kinds of soil, the conditions of climate, the sections of country, the cost and profits of production, the direct and indirect benefits to the farming industry are subjects that have been carefully studied, and the results have been published. The secular and agricultural press and writers and lecturers on agricultural subjects have aided materially in this work." [6]

The number of Michigan factories manufacturing beet sugar increased from one in 1898 to nine in 1899. The rapid expansion of the industry brought about many problems, including a serious drain upon the State's finances, as a result of the bounty payment.

"Michigan has been the storm center of the objection to this bounty system. This probably grew out of the fact that nine factories were put in operation in Michigan in the short space of 2 years. The legitimate claims of these factories under the law seemed an enormous drain upon the State treasury. Under the terms of the law it was provided that factories were to receive 1 cent per pound for all sugar manufactured. The act appropriated $10,000 for the payment of the bounty and provided that any excess above that should be paid out of the general fund by warrants drawn against the same. The first factory built in the State was that of the Michigan Sugar Co., which drew the bounty for the first year, 1898, absorbing the $10,000, and then put in a claim for the balance from the general fund according to the law. Eight other factories were constructed and put into operation for the campaign of 1899. These nine factories produced 33,150,873 pounds of sugar, and under the terms of this law were entitled to $331,508.73.

"The people of the State were confronted with an enormous drain upon their State treasury. These factories operating for the first year were late in beginning. They were in the experimental stage; they were working on the first crop of beets ever produced by Michigan farmers. Owing to all these causes it is probable that the factories did not produce sugar equal to half their capacity. Thus if no additional factories were built, the demands on the State treasury might reach something like $700,000. The following legislature undertook to amend the law by inserting one-half cent per pound instead of 1 cent, as under the old law; the Governor has insisted in his message that there should be a clause limiting the maximum amount that could be paid to any one factory to $25,000. The legislature refused to take this view of the case, and the Governor vetoed the bill. This left the old law in force. The attorney general rendered an opinion that warrants could not be drawn on the treasury for this purpose; that the object was not one for which a tax could properly be levied. The sugar factories insisted upon their right under the law. The matter was carried through the courts and finally it was decided by the Supreme Court that the law was unconstitutional and the attorney general's opinion was sustained." [7]

The action of the courts in putting a stop to the bounty on beet sugar had no appreciable effect in slowing up the expansion of the industry in Michigan. A factory erected at Marine City produced beet sugar for the first time in 1900, making a total of 10 plants operating in the State during that year. Three more factories began operations in 1901, four in 1902, and four in 1903. By the end of 1903, there were thus 21 factories in the State which had operated during one or more seasons, and two more factories which had been built but never operated.

---

[4] "The rapid development of the industry after 1897 has been largely due to the direct encouragement by the Federal and State Governments, particularly the former. While customs tariffs have afforded a large measure of protection to the industry since 1883, it was not until after the Tariff Act of 1897 that the rapid development of the industry began." (p. x). (Federal Trade Commission, Report on the Beet Sugar Industry in the United States, May 24, 1917, Government Printing office, 1917.)

[5] Report on the Beet-Sugar Industry in the United States, Federal Trade Commission, May 24, 1917, pp 14-15.

[6] U. S. Department of Agriculture, Progress of the Beet-Sugar Industry in the United States in 1900, Rept. No. 69, 1901, p. 6.

[7] U. S. Department of Agriculture, Progress of the Beet-Sugar Industry in the United States in 1900, Rept. No. 69, 1901, pp. 19-20.

The industry was soon confronted with the results of over-expansion and hasty, ill-advised building. Several factories removed to points outside the State during 1904—6 years after the start of the industry.

"Michigan has installed more factories than any other State in the Union. * * *

"In Michigan we find most of the unfortunate records chargeable to the beet-sugar industry since its inception. These were the results of natural and economic causes. There was too much rush and not enough careful study of economic conditions in establishing the factories. Too many plants were located in too small an area; few of them received enough beets on that account. If sufficient time had elapsed for developing the resources, Michigan could have sustained all the factories she had built. As it was, some of them led a precarious existence. Two of them have been removed from the State, the one at Benton Harbor to Canada, and the one at Kalamazoo to Chippewa Falls, Wis. Possibly two or three more may find it necessary to seek new locations."[8]

The competition between factories was so ruinous that many were unable to obtain enough beets to slice. Some did not operate at all; others were forced to seriously curtail operations and operate for very short seasons. Although there were favorable weather conditions during the 1904 growing season, three factories were idle. Only 16 plants ran campaigns during that year.[9] During the 1905 season, again only 16 plants operated. Two additional plants removed from the State during that year, four were idle, and many operated for short terms. The United States Department of Agriculture observed on this point:

"* * * The factories in this State must content themselves, however, with shorter campaigns and smaller supplies of beets than those in any other section of the country."[10]

By 1912, 7 factories had removed from the State. The Charlevoix plant, which had begun building about 1902, operated for the first time during the 1906 campaign. The only new factory to manufacture beet-sugar in Michigan after 1906 was the Mount Pleasant factory, which operated in 1920. Up until the depression, about 16 plants operated each year. During the depression, this number was considerably reduced. For example, in 1931, only 6 of the beet-sugar factories in the State operated, and during the years 1929–32, an average of 9 factories a year. Thirteen factories have operated each year since 1934. At present there are 15 factories in Michigan.

LABOR FORCE OF THE SUGAR BEET INDUSTRY

The most pressing problem of the sugar beet farmer, since the inception of the industry, has been the securing of an adequate labor supply. Sugar beet cultivation requires periods of intensive hand work spread over 6 or 7 months of the year. The hand labor requirements of the crop are exceedingly large as compared with other crops. "More than 10 times as much hand labor is required to raise an acre of beets as to raise an acre of wheat, over 5 times as much as to raise an acre of corn, and more than twice as much as to raise an acre of potatoes."[11]

The difficulties faced by beet farmers in securing enough workers to meet this unusual type of seasonal labor demand, were early recognized by the agencies and individuals who had been instrumental in fostering and encouraging the growth of an American beet-sugar industry. In 1902, for the first time, a section of the annual beet-sugar industry report of the Department of Agriculture was devoted to a discussion of the labor supply and the possibilities of meeting the need created by the fast-expanding industry.[12] Subsequent annual reports devoted more and more space to this problem. The advisability of recruiting cheap non-local labor was discussed, and the suggestion made that immigrant labor from beet-producing countries be secured from the towns and cities and from abroad.

---

[8] U. S. Department of Agriculture, Rept. No. 80, Progress of the Beet-Sugar Industry in the United States in 1904, p. 61.

[9] Ibid., p. 113, 115, 116.

[10] U. S. Department of Agriculture, Rept. No. 82, Progress of the Beet-Sugar Industry in the United States in 1905, p. 56.

[11] Franklin S. Harris, The Sugar Beet in America, New York, 1919, p. 45. The Special Report on the Beet Sugar Industry in the United States, U. S. Department of Agriculture, Government Printing Office, 1898 (also printed as H. Doc. No. 396, 55th Cong., 2d sess.) states: "The raising of sugar beets requires considerably more hand labor than any other farm product, and it is labor of such a kind and extent that no farmer doing considerable business could hope to perform more than a small portion of it" (p. 170).

[12] U. S. Department of Agriculture, Rept. No. 72, Progress of the Beet Sugar Industry in the United States in 1901, Government Printing Office, 1902, p. 19.

The use of other immigrant groups, such as Chinese, Japanese, Italians, Roumanians, Portuguese, and southern Europeans, who had no experience with beet work, but who were "accustomed to this kind of work," was also proposed. Other possible sources of supply named were Indians, the unemployed of cities and towns, inmates of State penal and reform institutions, and juvenile delinquents. Children were continually pointed to as a large and ready source of beet workers. The desirability of building up a local labor supply by settling these migrant workers in the beet areas was also recognized.[13]

As the need for more and more nonlocal labor grew, sugar companies assumed the responsibility for recruiting labor and brought in large groups of workers, who were distributed among the farmers contracting with the company. Not only the individual farmer's inability to recruit the necessary labor, but the desire of the sugar companies to obtain contracts for beets motivated this action. Farmers were loathe to work a crop which required large amounts of hand labor, and they disliked the idea of performing the type of work necessary in the hand operations, which are among the most difficult and unpleasant of agricultural occupations.

The composition of the sugar-beet-labor force during the early years of the industry is indicated from various sources:

"Detroit (Mich.) News, May 26, 1903.—Forty-five men left Detroit yesterday afternoon for the sugar-beet fields in the vicinity of Flint, under the direction of the Detroit Sugar Co. The men, who were mostly habitués of the river front, will receive $1.50 per day, boarding themselves, or $1 per day and board."

"Alpena (Mich.) Argus, June 24, 1903.—The management of the beet-sugar factory at East Tawas. has secured about 100 boys and girls in this city, to go to the beet fields around Tawas and pull weeds. The dealers in sweetness pay them $1 per day."

"Lansing (Mich.) Journal, July 23, 1903.—Nearly every morning persons passing the city hall or the corner of Ottawa Street and Washington Avenue are surprised to see crowds of children huddled together, barefooted, and heads almost uniformly covered with broad-brim peak-crown straw hats, styled 'Panama.' These children are waiting for the farmers' wagons to take them out into the country where they work all day weeding sugar beets. Both boys and girls carry hoes that resemble the common garden variety, only the handle is about 1 foot long and the blade is about one-fourth as large."

"Detroit (Mich.) News, July 17, 1903 (special from Prescott, Mich.).—Two coaches, filled with children ranging from 12 to 18, have arrived from Alpena to work in sugar-beet fields."

"Grand Rapids (Mich.) Press, August 22, 1903.—Factory to field. Welcome change for boys from Owosso. As beet weeders, hundreds of them are employed all through the summer. Modern methods in sugar industry make room for the children at good wages.[14]

"* * * An instructive lesson may be read by witnessing the behavior of a crowd of juveniles as they receive their weekly pay for weeding beets. Some of the tots are so small that their chins hardly reach the level of the paying clerk's desk, but each receives his wages and marches off, a capitalist * * *.[15]

"The sugar-beet industry, now carried on so extensively in Michigan, gives opportunity for foreign laborers. One factory requires 5,000 acres of beets, and as it takes 1 person a week to thin an acre of beets, 5,000 weeks' work are required in June, and as much in September and October to harvest the beets. It is very difficult to get the labor needed. This is partly due to the fact that this factory was located in a district already given to peach growing, which requires much labor at the same time that the beet crop requires it. Russian Jews and other foreigners are brought over from Chicago during the 2 busy seasons." [16]

"The Bay City (Mich.) Times-Press, April 25, 1903.—About 500 Russians from Hastings, Nebr., arrived at Saginaw yesterday from Chicaro on a Pere Marquette special train. They are under contract to work in sugar-beet fields in Tuscola and Huron Counties and were distributed along the line this morning."[17]

Prior to 1906, it appears that the Michigan sugar-beet industry employed mainly gang labor—groups of men, women, or children. Hired family groups in the form which later predominated were not found, but there were undoubtedly some family groups in the labor force during this period.[18] Groups of laborers were brought to the fields each morning and returned to their homes in the evening. In some instances, workers migrated from distant places and remained in the beet areas for the season. The contract system had already developed. It seems probable that by 1906 the labor supply of the Michigan sugar-beet industry began to take shape in the fashion in which it was to continue until the end of the first World War. The United States Department of Agriculture reported on the Michigan sugar-beet industry during that year as follows:

---

[13] See Appendix, excerpt from U. S. Department of Agriculture, Rept. No. 80. See also U. S. Department of Agriculture, Rept. No. 82, Progress of the Beet Sugar Industry in the United States in 1905, pp. 10–13: Rept. No. 74, Progress of the Beet Sugar Industry in the United States in 1902, pp. 20–21: Rept. No. 86, Progress of the Beet Sugar Industry in the United States in 1907, pp. 20–24.

[14] Progress of the Beet-Sugar Industry in the United States in 1903, op. cit., p. 106.

[15] Robert C. Kedzie, The Beet Sugar Industry in Michigan, Lansing, 1901, p. 4.

[16] Reports of the Industrial Commission, Immigration and Education, vol. 15, p. 533.

[17] Progress of the Beet-Sugar Industry in the United States in 1903, op. cit., p. 104.

"Rapid changes are taking place in Michigan which are beneficial to agriculture generally. Many settlers are emigrating to the State and going to work as laborers and tenants in the beet fields. These are of Hungarian, Russian and German extraction." [19]

Consideration began to be given to the settlement of laborers in the beet areas. "While for a year or two these laborers may migrate back and forth from a certain locality to the beet fields in which they are working, each year sees more and more of them permanently settled in the vicinity in which the beets are grown. During the summer months they engage in beet growing, and during the other months they engage in other lines of labor connected with agricultural and other industrial occupations. An extract from the Port Huron (Mich.) Times of May 12, 1907, indicates how this takes place:

"Lansing businessmen have under consideration a plan of colonization of the foreigners who annually visit the vicinity to work in the sugar-beet fields. It is proposed to purchase lands to be sold in tracts of perhaps 5 acres to the men as an inducement for them to locate permanently there."[20]

The labor supply in northern Ohio sugar-beet fields, which are adjacent to the southern Michigan fields, and which supply a factory in southern Michigan, experienced a similar development during the first decade of the century. When the industry began, there was a sufficient supply of laborers in nearby towns and communities to work the fields. In time it became necessary to recruit laborers from distant localities. These were generally immigrants. A survey in 1909 found Belgian beet workers, although several other nationalities had been tried in previous years. The Belgians worked in gangs.

"About 350 men were brought into the area above mentioned [northern Ohio] during the past season [1909] to work in the beet fields. All were Belgians, and were secured by an agent of the sugar company from Detroit and neighboring communities in Michigan. The entire labor force were either single men or married men who came without their families, principally the former. When not engaged in the beet fields they work in various industries in and about Detroit. Many work in lumber camps during the winter. The agent of the company goes to some of the Belgians who are in business in Detroit, usually saloonkeepers, boarding-house keepers, and small shopkeepers, and through them gets in touch with a number of laborers, who generally cooperate with him to secure others. Many of the men return to the beet fields year after year, and in many instances bring their friends.

"After experimenting with several races this company found the Belgians more adaptable and generally better suited to the work than any other race. In past years as many as four or five races have been employed during the season, but for 2 years an effort has been made to employ Belgians only. In 1908 a few Bulgarians and Poles were employed, but during the past season only Belgians were brought in * * *" [21]

During the very first year of the industry in Michigan gangs of local women and children were hired by the day.

"* * * In the campaign of the Michigan Sugar Co. in 1898 beet raisers found it possible to hire women at from 50 to 65 cents per day to thin beets. Later in the season, as the labor supply proved inadequate, these same women, and children as well, asked and received from 75 cents to $1 per day * * *" [22]

---

[18] See for example, Progress of the Beet-Sugar Industry in 1907, Rept. No. 86, U. S. Department of Agriculture, Government Printing Office 1908, "Throughout the beet districts the laborers are usually composed of families consisting of father and mother and from 3 to 10 children" (pp. 22-23).

[19] U. S. Department of Agriculture, Rept. Mo. 84, Progress of the Beet-Sugar Industry in the United States in 1906, Government Printing Office 1907, p. 76. *See also* Michigan Bureau of Labor and Industrial Statistics Bulletin, The Beet Sugar Industry, 1908(?), which describes the labor force in 1908 as being composed of Belgians, Russians, and Hungarians, migrant and resident.

[20] Progress of the Beet-Sugar Industry in the United States in 1907, U. S. Department of Agriculture, Rept. No. 86, Government Printing Office, 1908, p. 23.

[21] Reports of the United States Immigrant Commission, Immigrants in Industry, pt. 24, "Recent Immigrants in Agriculture", vol. 2, pp. 569-575. Government Printing Office, 1911.

[22] Reports of the Industrial Commission, Agriculture and Agricultural Labor, vol. 10, Testimony of Clinton D. Smith, director, Michigan Agricultural Experiment Station, p. 574, Government Printing Office, 1901.

The tremendous growth from 1898 to 1899 in acreage and factories exhausted the available local labor. In 1899 gangs of men were brought from Detroit to the Alma district to work at thinning and hoeing.[23] Around Bay City at this time, the wives and children of immigrant Poles were employed for the hand beet work.[24] As the industry grew, more and more nonlocal labor was brought in to supplement the local labor force. Women and children as well as men worked in beets.

The use of family contract labor appears to have grown steadily. Belgian, German-Russian, and Hungarian immigrants with large families were recruited to work on a contract acreage basis. Many of these families became tenants and owners who also grew beets, and their places as laborers were taken by groups of new workers of foreign nationality. The movement to the beet fields each year became regular. Some families remained in the beet areas, and lived in the beet snacks which were provided by the companies to house their field laborers. These families did not become farm tenants or renters, but tried to find work as farm hands or in casual pursuits. Some sought and found industrial employment in large towns or cities near the beet areas, such as Saginaw. Others subsisted on their beet earnings and on credit supplied by the beet companies at local stores.

Although many beet workers undoubtedly returned to the fields each year and brought new workers with them, recruiting each spring continued. Beet hand work was unattractive to laborers who could obtain other employment. Thus, early each spring, company agents went forth into large industrial centers, appealing to the immigrant residents of the slum areas, holding out attractive and glowing promises. Beautiful homes in the country, easy work, good pay, fresh air, the opportunity of raising their food, and the chance of utilizing the labor of their children—all appealed to the immigrant slum dwellers, who were frequently of peasant origin.

During the World War beet workers of Mexican origin were first recruited to work in the sugar-beet fields of Michigan. These families came from Texas and other border States or directly from Mexico. The change from a European to a Mexican labor force is discussed below.

MICHIGAN SUGAR-BEET LABOR FORCE 1919–22

Agents of the processing companies have recruited beet labor since the earliest days of the industry. The activities of these agents were described in 1908 as follows:

"* * * It is the first requisite of every sugar factory to see that sufficient laborers are secured for growing the beets, and for doing the work of the factory. Agents qualified for this work are immediately put into the field to secure these laborers. They keep informed concerning the immigration of laborers from foreign countries, and carefully investigate the labor supplies of large cities." [25]

Theresa Wolfson, in her study of Michigan sugar-beet labor published in November 1919, described the recruiting methods in use at that time.[26] Company agents visited large industrial cities of the Middle West and East. They broadcast their message by posters, advertisements, and public meetings in vacant stores. They concentrated on foreigners, usually of peasant stock and with large families. These workers lived in congested quarters—the slums—of the city and were most anxious to get back to the soil. Families migrated to the Michigan beet fields from Buffalo, New York City, Philadelphia, Erie, Cleveland, Cincinnati, Chicago, Milwaukee, Toledo, and other cities. Difficulties in obtaining workers in the usual midwestern cities had forced company agents to go far afield in recruiting the Michigan sugar-beet labor supply in 1919.[27] More than one-half of nonlocal families interviewed by Miss Wolfson expected to return to the cities from which they had migrated at the end of the beet season. One-quarter of the families expressed an intention of moving to some nearby city, and less than one-sixth planned to remain in the country.[28]

In 1920 the Children's Bureau of the United States Department of Labor conducted a survey of beet workers' families in Michigan and Colorado.[29] It was found that the bulk of the beet hand work in Michigan was done by nonresident laborers, and that the great majority of the workers, whether resident or nonresident, were in family groups.[30] Approximately 90 percent of the beet acreage in the State was tended by family groups.[31]

---

[23] Ibid.

[24] Ibid., testimony of Prof. Robert C. Kedzie, Michigan Agricultural College and Agricultural Experiment Station, p. 547.

[25] Progress of the Beet Sugar Industry in the United States in 1907, op. cit., p. 21.

[26] People Who Go to Beets, by Theresa Wolfson, The American Child, November 1919, pp. 216–239.

[27] Ibid., pp. 218–29.

[28] Ibid., p. 234.

[29] U. S. Department of Labor, Children's Bureau, Child Labor and Work of Mothers in the Beet Fields of Colorado and Michigan, Bureau Publication No. 115, Government Printing Office, 1923.

The company agents had experienced the same difficulties described by Miss Wolfson in securing sufficient labor for the beet fields. "Labor agents of the sugar companies in the spring of 1920 had had to go far to secure labor. They had been obliged to bring in workers not only from Detroit, Chicago, and the larger cities of Ohio, but also from the mining districts of West Virginia and from small towns in Texas and even Mexico. There was no large resident population of 'beeters' like the Russian-Germans in Colorado. Belgian labor, which had been the prevailing beet-field labor in earlier years, had practically disappeared since the war, and the supply of central Europeans had also fallen off. The labor turn-over was high. In a number of cases cited by the sugar companies' agents 15 or 20 families brought in for the spring work had all disappeared by midsummer, and it was expected that an entire new lot would have to be brought in for the fall work. Inability to secure labor had led in some places to the formation of crews of day workers, usually boys, but occasionally girls, from 10 to 16 years of age or over. The children generally lived in the towns where the factories were located and were taken out by the sugar company agent to the fields each day * * *." [32]

The Children's Bureau survey of 1920 found the method of recruitment to be that described by Miss Wolfson. "Those who are brought in from the outside for the work are usually recruited from the foreign quarters of large cities. During the winter the agent of the sugar companies visits such localities as are likely to furnish laborers, advertises in their papers, visits local employment agencies, and otherwise gets in touch with the labor supply." [33] The difficulty of procuring labor forced the company agents, who had formerly been able to recruit sufficient labor from towns and cities of the Middle West, to go to New Mexico and Texas, and to the border of old Mexico" to draw to a much greater extent upon the great fields of Mexican labor." Fort Worth, El Paso, and San Antonio were found to be important recruiting centers for beet workers for the eastern fields—which included Michigan—as well as for the western areas.[34]

Both studies found that the migrant families had come to the beet fields for the following reasons: Opportunity to utilize the labor of the entire family, particularly of the children; unemployment or the high cost of living in the cities; desire to earn enough money so that they could save to buy homes; desire to settle permanently in the country; and in many cases attractive descriptions of the prospective employment.

The most detailed account of recruiting for sugar-beet work in Michigan at this time is given in a study made by the National Child Labor Committee.

"Sugar companies assume definite responsibility for recruiting contract laborers sufficient to supply all farmers applying for beet workers. They act as labor agents, enter into agreements for hand labor on beets, furnish transportation to the fields, and through the field boss direct all the work on the beets as specified in the labor contracts.

"Sugar companies send their employees into immigrant districts of eastern and midwestern cities for the purpose of securing families to work beets. Often supervisors of the department of contract labor go in person. Advertisements are inserted in foreign-language newspapers and periodicals, and local roustabouts are used as means of advertising in advance. The agents make opportunities to appear at numerous gatherings of immigrants for the purpose of 'talking up beets.' They make a house-to-house canvass for the dual purpose of 'sizing up' families in their homes and of explaining the advantages of beet work in the open country. These advantages, as represented, include free railroad transportation, free transfer of the families and their household goods from the railroad station at the point of destination to a designated dwelling, free return to the railroad station, a suitable dwelling rent-free until harvest is completed, pure water, fuel at the door, a chance to have a good garden, chickens, pigs, cows, and horses. Besides, they are promised as much work as they want, for large and small, at a specified price per acre, in the fresh air of open fields, with a month or more rest during the summer, when men can secure other work at $2 or $3 a day.

---

[30] Ibid., p. 79.
[31] Ibid., p. 90.
[32] Ibid., pp. 80-81.
[33] Ibid., p. 3.
[34] Ibid.

"At specified times and places, the agents meet family heads of all prospective workers and with them sign the 'Agreement for Hand Labor on Beets' for one season. This contains the name, address, ages of all children, number of acres each family wants to work, and the schedule of payment per acre. This is usually signed in duplicate; one copy is left with the family head, the other retained by the company's agent. * * *"

* * * * * * *

"At a time designated by the agent of the company, the families congregate at the railroad station where transportation is furnished, and they are literally 'shipped' by 'the train load' to points in Michigan for easy distribution. Here the labor agent is often displaced by a local man known as field boss, for the company acting as labor agent seems to be through when the families arrive in Michigan at the railroad station. They have accomplished their purpose—bringing laborers and farmers together. The company does not guarantee the quality of the work done by the families of contract laborers, although agreements with the growers, written or verbal, bind them to undertake to furnish the best workers obtainable at the price set by the company; nor do they always see that families get the full acreage signed for before they left the city." [35]

The sources of beet migration were described by the National Child Labor Committee study of 1922 as follows: [36]

"The majority of the 274 contract laborer families are immigrant families, but with the exception of the Mexicans, they did not come directly from the old country to the beet fields. Seventy-two and two-tenths percent, or 199 contract laborer families, migrated to the fields this year from 18 cities and 32 towns and villages, and we refer to them as urban migrants. Twenty-seven and four-tenths percent, or 75, spent last winter in the open country, and we refer to them as rural migrants. At one time or another all of them migrated to the Michigan beet fields, coming from 13 States and Mexico. Sugar companies paid transportation for 238 families, farmers for 10, and 26 journeyed at their own expense. There came from points in:

	Families		*Families*
Michigan	146	Ohio	56
Illinois	31	Wisconsin	8
Pennsylvania	7	West Virginia	4
New York	3	Texas	3
New Jersey	2	Virginia	1
Colorado	1	Iowa	1
Indiana	1	Mexico	10

"Cities in which immigrants gathered furnished large numbers:

	Families		*Families*
Saginaw	50	Chicago	30
Bay City	28	Cleveland	24
Detroit	19	Lorain	7
Milwaukee	5	Cincinnati	4
Owosso	4	New York	3
Philadelphia	3	Flint	3
Morgantown	3	Toledo	2
Youngstown	2	Paulding	2
Muskegon	2	Newark	2

The three studies cited in this section show that beet laborers were recruited from industrial centers, although many were of peasant origin. With the exception of the Mexicans, workers did not migrate directly from the old country to the beet fields. Michigan had not built up a resident beet labor supply as had Colorado, for example, and companies recruited anew each spring. Most of the workers who did not settle in the vicinity of the beet fields returned to the cities from which they had migrated. Beet laborers were not crop followers; they showed a pattern of migration in which beets were the only agricultural occupation, aside from interseasonal farm work. Many of the workers who became residents in the beet areas also obtained nonagricultural employment during the winter in nearby cities or towns.

---

[35] Child Labor in the Sugar Beet Fields of Michigan, by Walter W. Armentrout, Sara A. Brown, and Charles E. Gibbons, National Child Labor Committee, New York, 1923, pp. 42-44.

[36] Ibid., pp. 30-31.

Beet-workers' families were generally large, and the majority of their children over 6 years of age worked in the fields. The parents of the beet-working families were frequently foreign-born or first-generation Americans. Most of the families had come from Russia, Germany, Belgium, Hungary, Rumania, Mexico, Serbia, Bohemia. The Children's Bureau found that there "was little difference between the nationality of resident and of nonresident labor in the Michigan fields, except that only one resident family was Mexican." [37] Many workers were spending their first year in the beet fields. The large majority of the families expressed dissatisfaction with the conditions of work and living.

CHANGES IN THE SUGAR-BEET LABOR FORCE AFTER 1922

During the World War of 1914–18, there was a large expansion of-sugar-beet acreage due to the increased market for American-grown sugar. In Michigan alone the acreage of sugar beets harvested rose from 101,000 acres in 1914 to 150,000 in 1920.[38] During this period Mexican workers were added to the expanding labor force of the United States as a new reservoir of unskilled cheap labor. Mexicans already resident in Texas were being recruited by northern beet companies and railroads. Additional workers were sought to replace those spirited away to the North and to meet the needs of an expanding agricultural economy.

Pressure exerted by agricultural interests of the Southwest and the sugar-beet industry caused the Department of Labor, in 1917, to waive the head tax and later the contract-labor and illiteracy-test provisions of the immigration law, temporarily admitting Mexican laborers for agricultural work. This order was extended to include laborers for work on railroads and in mines. These exemptions continued in effect until December 15, 1918. Renewed requests by various sugar-beet interests made the Department of Labor on January 23, 1919, extend the order for the temporary admission of Mexican laborers for work in sugar beets until June 30, 1919. On July 9, 1919, it was again extended, to terminate on December 31, 1919.[39] Shortly thereafter, the House Committee on Immigration and Naturalization held hearings on House Joint Resolution 271, calling for the temporary admission of illiterate Mexican laborers into the United States for purposes of employment in agricultural pursuits.[40] These hearings were conducted in January and February of 1920, and on February 12 and April 12, 1920, the Department of Labor again issued orders admitting temporarily Mexican laborers for employment in agricultural pursuits. "The exemption order contained instructions to admit alien laborers without the enforcement of the head tax and the literacy test contained in the immigration law, for the purpose of admitting temporarily agricultural laborers from Canada and Mexico during the season of 1920 to perform labor in the border States and in Florida, together with a provision expressly authorizing the sugar-beet growers in the large western belt to recruit alien labor under the terms of the order.[41] Although the provisions of the 1920 order applied specifically to the western beet areas, the Michigan fields as well as the border States were undoubtedly recruiting Mexican laborers from Mexico at this time.

MEXICAN LABOR IN THE SUGAR BEET FIELDS OF MICHIGAN

Sugar beet hand work is considered one of the most arduous and disagreeable of all agricultural occupations. The monotony, difficulty, and drudgery of the work, frequently performed in inclement weather, combined with the long hours of work and low earnings, make sugar beet field work one which most laborers would avoid if they could find other means of employment. Since the work is customarily done under contract, by the terms of which laborers are obliged to remain in the areas from 6 to 8 months each year with long periods of idleness, the total earnings are very small. From the beginning of the industry in Michigan, immigrant labor of one nationality or another has been utilized for this work. As one representative of a large beet sugar company in Michigan said to the investigators of the National Child Labor Committee: "We need more immigrants of this kind from Europe. We have to bring it in. Americans will not do the dirty work, as we call it."[42] Beet workers have been considered "cheap labor," and have been regarded as a class apart in the communities into which they migrated in Michigan. Miss Wolfson found that the traditional attitude of the Michigan farmer toward these laborers employed by him was "Anything is good enough for the Hunkies." Beet workers who were "good" moved up into the tenant and owner class, and began growing their own sugar beets—those who weren't good continued to be beet workers.

---

[37] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan (op. cit., pp. 82–83).

[38] Wright, op. cit., table 23, p. 40.

[39] Temporary Admission of Illiterate Mexican Laborers, Hearings before the House Committee on Immigration and Naturalization, on H. J. Res. 271, January and February 1920, 66th Cong., 2d sess., Government Printing Office, 1920, appendix A, pp. 358–373.

[40] Ibid.

[41] Monthly Labor Review, Results of Admission of Mexican Laborers, under Departmental Orders, for Employment in Agricultural Pursuits, vol. 11, November 1920, pp. 1095–1097.

The attitudes of beet growers and sugar companies toward beet laborers, and the reasons for using Mexicans came out very clearly in hearings held before congressional committees during the 1920's. It was argued that the sugar-beet industry could not survive without continued immigration from Mexico, following the restriction on European immigration. Sugar-beet work was alleged to be a form of work Americans would not do, and actually no "white man" would do. The only workers among other nationalities who were left to perform this work were the "dregs," who were inefficient and poor workers. The better workers had gone into other employment, or had become farmers themselves. Mexicans, according to the representatives of the sugar-beet growers of America, were definitely not desirous of becoming either tenants or owners of American land. Mexicans were also likened to "children," were characterized as law abiding, undemanding. They were excellent workers and peculiarly suited to "stoop" jobs. It was also emphasized that Mexican sugar-beet workers did not settle in the beet areas of Michigan, but went back to Mexico or to the State of their origin after the harvesting season.

Representative Woodruff, of the State of Michigan, told the House Committee on Immigration and Naturalization:

"In the past, before the enactment of the present immigration law, the sugar-beet industry brought Europeans into our country to supply the labor necessary to the raising of these beets. After the passage of the immigration law it was necessary to go to Mexico for that labor, and without this labor, gentlemen, it would probably have been necessary to close every one of the sugar factories in my district and I presume the same thing applies to sugar factories of other districts.[43]

"* * * I have not known any [Mexicans] who remained during the winter. The Columbia Sugar Co., when the season is closed, gets them together and returns them to the Mexican border. I do not know whether under the law you can compel them to go or not, but I have never observed a single Mexican family around that section of the State in the wintertime. They may be there, but I do not know of it. However, if they were there in any great numbers, I would have known of it."[44]

A representative of the beet growers of Colorado, testifying at the same hearing, contended that the sugar industry would close if Mexican labor were not available, since white men would not do the work, and only the worst workers among the nationalities formerly used remained in the beet laborer class.

"* * * Ten years ago our help came from Europe, largely Russians, Germans, and Belgians. Now, the better class of that beet help, that was beet help 10 or 15 years ago, are owning or renting farms; and the poorer class, that could not accumulate, are still with us.

"The result is that if you compare acres tended by the Mexicans you will see that the number of tons of beets they produce per acre, compared in this way, that the Mexican help produces practically 1 ton more per acre than the present Russian or German help. That is because the best has gone on up, and we were left with the dregs. I do not know that our country will be absolutely ruined if the beet factories are closed, but I say they will be closed in 3 or 4 years if something is not done now because their help is dwindling out. The reservoir from which that help has come has been closed.

"* * * I want to say that there is not a white man of any intelligence in our country that will work an acre of beets. The only help we can get to do this work, and I think it is rightly so—I want to say that I do not want to see the condition arise again when white men who are reared and educated in our schools have got to bend their backs and skin their fingers to pull those little beets. But you can do one of two things; you can let us have the only class of labor that will do the work, or close the beet factories, because our people will not do it, and I will frankly say I do not want them to do it.[45]

---

[42] Armentrout et al., *op. cit.*, p. 26.

[43] Seasonal Agricultural Workers From Mexico, hearings before the Committee on Immigration and Naturalization, U. S. House of Representatives, 69th Cong., 1st sess., on H. R. 6741, 7559, 9036, Government Printing Office, 1926, p. 272.

[44] Ibid., p. 273.

"* * * In other words you might comb the town with a fine tooth comb and you could not get two Americans who would be willing to get out there and do that beet work, or, if you could, they would be such dregs of society that they would not be any good * * *." [46]

The same witness also stated:

"* * * If you are going to make the young men of America do this back-breaking work, shoveling manure to fertilize the ground, and shoveling beets, you are going to drive them away from agriculture. I will tell you, you have got to give us a class of labor that will do this back-breaking work, and we have the brains and ability to supervise and handle the business part of it. There is no danger of that class of labor taking over the supervising work * * *." [47]

Other witnesses stressed the insufficiency rather than the inferior skill of the European beet workers. A Nebraska grower aptly described the situation as most of the beet growers found it. He said: "Russian labor is not undesirable to us if it remained labor." [48] The representative of a Michigan sugar company stated that the Russians had been excellent beet workers, and still were.[49] The Europeans had become renters and owners of farms, and were no longer available for sugar beet work.[50] Others preferred the better jobs provided in industry.

"The reason for that is that the automobile industry is paying prices to Belgians, particularly, and the Czechoslovaks and Hungarians, to work in the automobile plant for 2 or 3 days' work, enough for them to say when you solicit them for farm work: 'No; we would rather stick around. We are making $18 a week and we are not going out into the beet fields when we can live in Detroit and see the movies, etc.' We cannot get them to come out, for the simple reason that the automobile industry does not lay them off in blocks. The automobile industry cuts down to 2 or 3 days a week, exactly as does the mining industry. In 1920 and subsequent to that we went to the mines of Virginia and Pennsylvania, in conformity with a suggestion that I heard made today, and we received exactly the same story over there: 'No; we can make enough money in 2 or 3 days of work that we like rather than to go out to your beet fields.' They were somewhat profane in the way they described the beet fields. Some of them had worked in beet fields in their own country." [51]

The Children's Bureau in 1920 found that only 10 percent of the laborers' families interviewed were Mexican.[52] The prevalence of Mexican labor in Michigan sugar beets by 1926 is indicated in the following testimony of a sugar company official:

"During the spring of 1925, after a very thorough canvass of all the large cities of the North and East in an endeavor to get labor for our beet fields, we found that it would be necessary to go to Texas and ship in 1,000 Mexicans or curtail our acreage to a very large extent.

"After a very careful survey, made in January of this year, we find that it will be necessary for us to have 2,500 Mexicans or curtail our acreage 50 percent; in other words, it will be necessary for us to close down one of our three plants if we are not able to get this labor. During the past 4 years we have shipped in a total of 4,000 Mexicans. * * *" [53]

Another Michigan sugar beet company official predicted that whereas labor needs had been fulfilled from among Mexicans living in Midwestern steel districts during 1924 and 1925, it would be necessary to go to Texas during 1926.

"These farmers are raising sugar beets, and raising them in such quantities they cannot take care of them with their own families and regular labor and we have to supply the demand from the present market, which is mostly Mexican labor.

---

[45] Ibid., pp. 61-62, testimony of Fred Cummings.

[46] Ibid., p. 64.

[47] Ibid., p. 66.

[48] Ibid., testimony of J. T. Whitehead, p. 103.

[49] Ibid., testimony of L. B. Tompkins, representing the Columbia Sugar Co., p. 177.

[50] Ibid., testimony of Mr. Whitehead, Mr. Tompkins, and S. R. McLean, plant manager of the Holland plant of the Holland-St. Louis Sugar Co., Michigan, pp. 103, 176, 178, 180.

[51] Immigration from Countries of the Western Hemisphere, hearings before the House Committee on Immigration and Naturalization, on H. R. 6465, 7358, 10955, 11687, 70th Cong., 1st sess., Government Printing Office 1928. Textimony of T. G. Gallagher, Continental Sugar Co., Ohio, p. 556.

[52] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 82. In 1922 the National Child Labor Committee reported only 13 families out of a total of 274 as coming from Texas or Mexico to the Michigan beet fields. The acreage planted in beets in Michigan had decreased from one hundred and fifty to eighty-two thousand acres from 1920 to 1922. There may have been Mexicans from Northern States in the beet fields in 1922, but the figures on nationality are not given; only those on State or city of origin.

[53] Seasonal Agricultural Laborers From Mexico, op. cit., testimony of L. B. Tompkins, p. 176.

"For the past 2 years we have not gone to the border for the Mexicans. We filled our requirements from the steel districts of Gary, Calumet, Indiana Harbor, Chicago, and South Chicago. We found we were getting a skilled class of labor.
* * *

* * * * * * *

"On account of the building program outlined throughout the States of Michigan, Ohio, and Illinois, our survey of the labor market shows we will not be able to fill our requirements of beet labor, whether Mexican or European, and unless some relief is given we will again have to go to Texas and join in a merry scramble with the cotton growers and the beet companies of the West in getting help." [54]

The recruiting of Mexican families for work in the Michigan sugar-beet fields was common throughout the twenties. The Tariff Commission reported that the number of Mexican contract laborers employed in beet work in the States of Michigan, Ohio, Kansas, and Minnesota, rose from 7,140 in 1922 to 11,109 in 1926. These figures represented 34 percent and 50 percent, respectively, of the total number of contract laborers employed in these 2 years. During the same period of time, the number of foreign-born northern Europeans decreased from 12,125 to 10,199, or from 59 percent of the labor force to 45 percent. For the entire sugar beet industry of the United States, the proportion of contract workers who were of Mexican origin, rose from 22 percent to 31 percent from 1922 to 1926.[55]

A survey of Mexican labor in the United States conducted by the Bureau of Labor Statistics, which was published in 1927, showed that Mexicans comprised from 75 to 90 percent of the sugar-beet laborers in the States of Ohio, Michigan, Minnesota, and North Dakota. "The Belgians and German-Russians who remained throughout the war have been drifting into trades and small businesses in the cities or have become renters or owners, often in competition with their former employers." There were 6,720 Mexican beet workers in Michigan during the 1926 season.[56]

At this time, most of the Mexican workers were recruited in San Antonio and Fort Worth, Tex., where large sugar-producing companies maintained agents. They were also secured in Kansas City, Chicago, Detroit, Cleveland, and other cities with Mexican settlements, by the labor agents of the companies.[57]

TABLE 1.—*Estimated number of contract laborers engaged in sugar beet field work in 1939, by source and State*

State	Total number of contract laborers 1939	Within the State			Total from other States	Comments on "Other States"
		Total	Local	Other areas		
United States total.	93, 109	62, 581	43, 499	19, 082	30, 528	
Percent of total	100. 0	67. 2	46. 7	20. 5	32. 8	
California	16, 504	16, 504	6, 276	10, 228	----------	
Colorado	20, 822	19, 800	16, 359	3, 441	1, 022	Largely from Kansas, Michigan, and New Mexico.
Idaho	7, 356	3, 336	3, 336	--------	4, 020	From California, Oregon, and Washington.
Indiana	623	343	249	94	280	Nearly 100 from Texas, others from Illinois, Michigan, and Ohio.
Iowa	1, 149	344	57	287	805	
Kansas	663	564	199	365	99	From Oklahoma and Texas.
Michigan	12, 270	2, 505	2, 237	268	9, 765	More than 8,000 from Texas and 400 from Missouri; also Ohio and Kansas.
Minnesota	2, 809	842	140	702	1, 967	Mostly from Texas, Oklahoma, Kansas, and Nebraska.
Montana	6, 714	2, 314	1, 378	936	4, 400	About 2,600 from California, 800 from North Dakota, 400 from Washington, 300 from Colorado, 300 from Texas, and few from Arizona and Oklahoma.

---

[54] Ibid., testimony of S. R. McLean, pp. 178–179.

[55] United States Tariff Commission, Costs of Producing Sugar Beets, pt. X, United States Summary. Government Printing Office, 1928. Table 4, p. 17.

[56] Mexicans Replacing European Labor in Sugar Beet Fields of Northern States, United States Daily, Washington, D. C., July 23, 1927. Reprinted in full in the hearings on tariff readjustment, 1929, before the House Committee on Ways and Means, 70th Cong., 2d sess., vol. 5, schedule 5, Sugar and Molasses, pp. 3216–3218.

[57] Ibid. See also above, testimony of S. R. McLean.

TABLE 1.—*Estimated number of contract laborers engaged in sugar beet field work in 1939, by source and State*—Continued

State	Total number of contract laborers 1939	Within the State			Total from other States	Comments on "Other States"
		Total	Local	Other areas		
Nebraska	5, 294	4, 765	3, 963	802	529	Largely from Colorado, Kansas, Missouri, and Texas.
North Dakota	1, 226	77	77		1, 149	From California, Kansas, Minnesota, Nebraska, New Mexico, Oklahoma, Texas, and Iowa.
Ohio	3, 434	2, 066	841	1, 225	1, 368	Largely from Michigan, Texas, and Illinois.
Oregon	1, 358	679	665	14	679	From California, Washington, and the drought States.
South Dakota	846	761	676	85	85	
Utah	4, 147	3, 940	3, 940		207	
Washington	1, 159	580	464	116	579	
Wisconsin	1, 665	1, 249	957	292	416	About 300 from Illinois, more than 100 from Texas.
Wyoming	5, 070	1, 912	1, 685	227	3, 158	Largely from California, Colorado, Kansas, Missouri, New Mexico, and Texas.

Source: Sugar Division, U. S. Department of Agriculture.

TABLE 2.—*Estimated number of contract laborers engaged in sugar beet field work in 1939, by nationality or race, and State*

State	Total number of contract laborers, 1939	Native American	Mexican or Spanish-American	Filipino	German (proper)	German-Russian	Other European	Japanese	Indian	Not specified and other
United States total	93, 109	15, 350	52, 929	6, 195	4, 853	6, 587	3, 942	67	197	2, 989
Percent of total	100. 0	16. 5	56. 8	6. 7	5. 2	7. 1	4. 2	0. 1	0. 2	3. 2
California	16, 504		12, 371	3, 810						323
Colorado	20, 822	3, 390	12, 313		4, 187	1, 932				
Idaho	7, 356	3, 710	2, 980	675						
Indiana	623	249	187				187			
Iowa	1, 149	172	690	57		115	115			
Kansas	663	13	650							
Michigan	12, 270	447	9, 841			215	326			1, 441
Minnesota	2, 809	422	1, 609	140		281	281		76	
Montana	6, 714	1, 609	2, 580	1, 338		962			76	149
Nebraska	5, 294	91	2, 297	88		2, 336		44		438
North Dakota	1, 226	297	586	45		129	90		45	34
Ohio	3, 434	245	663				2, 439			87
Oregon	1, 358	1, 059	285	14						
South Dakota	846		355			389				102
Utah	4, 147	3, 732								415
Washington	1, 159	753	348			58				
Wisconsin	1, 665		495		666		504			
Wyoming	5, 070	170	4, 679	28		170		23		

Source: Sugar Division, U. S. Department of Agriculture.

CONFLICT BETWEEN TEXAS AND MICHIGAN INTERESTS CONCERNING MIGRATION OF MEXICAN LABORERS TO NORTHERN STATES

During the World War and immediately thereafter, the agricultural interests of the Southwest and the West, the beet growers of the eastern and western regions and the railroads vied with each other in their attempts to recruit Mexicans. These groups were not only successful in lowering the bars during the period from 1917 to 1920, but thereafter they successfully opposed all attempts to impose quota restrictions on immigration from countries of the Western Hemisphere. The bars to Mexican immigration during that period were the head tax, the literacy test, and the provisions against admission into the United States of any individual who had contracted for employment in this country. While these restrictions were removed during the World War years, the Texas employers who depended upon Mexican labor were not too greatly concerned about the flow of Mexicans to the North and West. When, however, the free flow of Mexicans ceased, Texas employers found themselves competing with the sugar-beet growers for the Mexican laborers resident in Texas.

This competition became acute in the years prior to 1929, when the beet interests of Michigan found it necessary to recruit more and more Mexicans each year. Many of the laborers brought up to the north at this time did not return to Texas at the close of the sugar-beet harvest, but drifted off into the steel districts and other industrial areas of the midwest. This failure of the Mexicans to go back to Texas caused great concern to the Texas employers who wanted them for agricultural and other types of work. The rivalry which sprang up was expressed on several occasions in the hearings before the House Committee on Immigration and Naturalization on bills placing restrictions on immigration from countries of the Western Hemisphere. A Michigan sugar company official, in deploring the shortage of Mexican labor in the North, remarked that unless some relief were granted, his company would be forced to go to Texas and join in a merry scramble with the cotton growers and the beet companies of the West in getting help.[58] The labor superintendent of the American Beet Sugar Co., of Colorado, expressed the rivalry thus:

"Mr. Box. Do you meet a feeling in Texas that you are taking away labor that the State of Texas needs?

"Mr. Heckman. Yes; naturally labor is a commodity and we are competitive in going after it." [59]

The concern of agricultural employers in Texas over this loss of Mexican laborers to the sugar beet areas was formulated by a Texas farmer, thus:

"Whenever the beet growers of the various States of the Union come to south Texas for laborers to harvest their crops, they are taking them away from us, leaving us in an even worse condition than before, when they could find a supply of labor in the eastern cities for their beet fields."[60]

Agricultural interests of the State of Texas agitated for the passage of State legislation which would stop the flow of Mexican laborers out of the State, and succeeded in effecting the passage of laws regulating the activities of employment agents recruiting labor for work outside the State. The vigilance of the border patrol in keeping out illegal entries also provided impetus for such measures.

"* * * Agitated by the activities of the patrol inspectors, south Texas interests as represented by the Winter Garden, South Texas, and West Texas Chambers of Commerce sought to check the drain on Texas labor principally through shipments to sugar beet fields of the North. First an occupational tax on 'emigrant agents' was levied, to the amount of $7,500. Enforcement of this act was immediately enjoined by a Federal Court upon application of a Michigan beet sugar company. Apprehending that the law might be declared unconstitutional on the ground of prohibitive fees, its sponsors had it repealed and new laws passed. * * *

"The theory behind the laws was plainly stated by one of the sponsors:

" 'It is the same situation as where you have had a stream of water running through your ranch. If someone turns its source off you want to put up a dam to hold what you have.' " [61]

When Paul Taylor pointed out to a Catarina farmer that he was in the same way taking away the labor supply of Asherton growers, the former "was unwilling to admit that it might similarly justify the Asherton growers in securing an injunction to stop the drain of labor to Catarina." [62] Said the Catarina grower:

"We will hold our present supply by our agency law. If the beet companies would return the labor it would be all right. We did what the Asherton people customarily did to get their labor when they needed it, but we did not move labor a thousand miles away like the beet companies. They are the people who have hurt the situation by taking the Mexicans north where they take other jobs." [62] Taylor wrote in 1930 that the "effect of the emigrant agency laws is harassing, but it presents no insuperable barrier to sugar beet or other companies' shipping thousands of laborers out of Texas." [62] Events have borne out this evaluation of the effectiveness of the laws.

---

[58] Seasonal Agricultural Laborers from Mexico, *op. cit.*, testimony of S. R. McLean, plant manager of the Holland Plant of the Holland-St. Louis Sugar Co., Michigan, p. 179.

[59] Immigration From Countries of the Western Hemisphere, *op. cit.*, pp. 468–9.

[60] Seasonal Agricultural Laborers From Mexico, *op. cit.*, testimony of S. Maston Nixon, president of the Blacklanders, Inc., an organization of farmers and businessmen.

[61] Mexican Labor in the United States, Dimmit County, Winter Garden District, South Texas, by Paul S. Taylor. University of California Publications in Economics, vol. 6, No. 5, Berkeley, Calif., 1930, pp. 331–332.

[62] Ibid.

The emigrant agency laws, which became cumulatively effective in 1929, provide for an annual license tax of $10, to be paid for each county in which the agent operates. In addition, there are levied a State occupation tax of $1,000 per annum, and a county occupation tax of from $100 to $300 per annum, graduated according to the population of the county in which the agent is soliciting. According to the Texas State Employment Service, the emigration agency lasw have not checked the dispersion of Mexican workers to other States.[63]

"Violations and evasions of these laws measurably reduced the effectiveness and weakened the original purposes thereof.

"The occupation tax provisions for emigrant agents in Texas, as in other States, were intended to be a deterrent to the exploitation of migratory laborers. They were established to discourage invasions from outside on the State's labor market and mobile workers.

"That the occupation tax provisions for emigrant agents in Texas has been largely inactive is apparent from the fact that, according to the records, only one company has ever paid the State occupation tax of $1,000. That was shortly after the passage of the Texas emigrant agency law." [64]

"Chief offenders in this evasion and violation of the occupation tax provision are employment agents and emigrant agents representing the cotton growers of Arizona and the sugar-beet growers of Michigan and certain other States." [65] Although this law is represented as preventing the exploitation of Texas workers there is no doubt that the original proponents of the law, and the present employers of Mexican agricultural labor in Texas, look upon it mainly as means of preventing the loss of their cheap labor to competitors.

DISPERSION OF MEXICAN BEET WORKERS INTO NORTHERN CITIES

A bone of contention between the Texas employers of Mexican labor and the beet growers has been the dispersion of these workers after they have migrated to the Northern and Western States. The sugar-beet interests have maintained that the Mexicans do not stay in the beet areas, but drift back to Texas and the border of Mexico after the season. On occasion it is admitted that the Mexican beet workers migrate to northern cities.

Beet growers and sugar companies have strenuously denied that the Mexican laborers whom they imported for agricultural work came into competition with American workers for industrial jobs.

The Secretary of the United States Beet Sugar Association stated at a hearing of the House Committee on Immigration and Naturalization:

"It has been asserted that there are millions of Mexicans now in the United States, and that while they mostly enter for seasonal agricultural work many of them eventually drift to the cities, becoming a menace to American labor and causing a serious social problem. While this may be true to a limited extent, we believe the statements regarding this condition have been very much exaggerated.

"The experience of the beet-sugar producers and sugar-beet farmers is that, as a general rule, the Mexican has a 'homing instinct'; that he loves his country; and even though he remain in this country for several years, the hope and expectation of returning to his homeland is always uppermost in his mind. * * *

"The very fact that each year the beet-sugar industry is compelled to exert its efforts to secure Mexican laborers clearly demonstrates that the greater proportion of them return home. If this were not the fact, there would be sufficient labor in the field to adequately fulfill this requirement, and it is evident that the industry would not go to the expense of securing additional Mexicans each year if those which they secured 1 year remained in this country for the succeeding year." [66]

An official of the Continental Sugar Co. of Ohio testified:

"Mr. Brigham. Have they begun to employ Mexican laborers in the automobile factories?

"Mr. Gallagher. Not that I know of. I know the Willys-Overland Co., of Toledo, have not.

"Mr. Brigham. If they find out they are such good laborers, and the Mexicans take employment with these plants at the scale of wages paid, what are you going to do then? Do you not think the Mexican is as wise as the Belgian and will take advantage of a wonderful opportunity of that kind?

---

[63] Interstate Migration, hearings before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, House of Representatives, 76th Cong., 3d sess., pt. 5, Oklahoma City hearings, pp. 1810.

[64] Interstate Migration, hearings before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, House of Representatives, 76th Cong., 3d sess., pt. 5, Oklahoma City hearings, p. 1810.

[65] *Ibid.*, p. 1811.

[66] Immigration from Countries of the Western Hemisphere, *op. cit.*, testimony of Harry A. Austin, p. 448.

"Mr. GALLAGHER. I personally do not think that the Mexican will ever compare with the Belgian. For a monotonous piece of work such as the automobile industry is, where a man sits and feeds a machine—they are extremely adept at using their fingers and they seem to be tireless. The Mexican is perfectly willing to put up with such monotonous work as beet work is.

"Mr. BRIGHAM. Is it not true that the reason Mexicans are liked so much for the growing of beets is because it is the only class of labor that you can employ for just a short period and then turn them loose to shift for themselves?

"Mr. GALLAGHER. No, sir; that is not quite true in our territory. We go to Detroit, we go to Cleveland, we go to Toledo, and as far west as Fort Wayne and Chicago to get labor, and we cannot get them into the beet fields. I speak of Bohemians, Hungarians, Czechoslovaks, when I say that. Now, the Mexican is inclined to an agricultural life, and he wants an agricultural job if he can get one. If he cannot get an agricultural job, strange as it may seem, he wants to work in a furnace. This is true always of the Mexican. I was in the smelting and mining business in Mexico, and the Mexican first applied to you for a job on the furnace. It is a weird complex he seems to have in his make-up." [67]

A Michigan sugar company representative stated at another hearing:

"These Mexicans wish to drift back to their land. They do not care to stay over or stay out in our country, but wish to drift back, and while a few go to Texas we are getting a larger number around the southern end of Lake Michigan." [68]

Representative Woodruff of Michigan testified that he knew of no instances in which the Mexican beet workers remained in his section of the State, and reported that the Columbia Sugar Co. returned their laborers to the Mexican border.[69] An official of this company stated that only 20 percent of the Mexican beet-laborers brought in by it had stayed in the north.

"* * * During the past 4 years we have shipped in a total of 4,000 Mexicans. Eighty percent of these Mexicans returned to Texas—we pay the railroad fare both ways—10 percent remained over the winter in houses provided by the company, and 10 percent went to Chicago and other large cities and returned to work for the company's beet growers the following spring." [70]

Contrasting with the claims of the northern sugar-beet interests are data on the migration of Mexicans to the industrial centers of the North. A study of Mexican labor in the United States by the Bureau of Labor Statistics found that about half of the migratory Mexican sugar-beet workers in the States of Ohio, Michigan, Iowa, Minnesota, and North Dakota, returned to the border States after harvesting. This investigation also revealed that many of these workers who remained in the North, and migrated to cities for industrial work, also went back to Texas before the spring.

"* * * About half of the beet workers leave for the border States about November 1. Most of the others go to the cities to get work in foundries and ships, but of these a number drift back to Texas before spring. A small number remain in the beet country, some obtaining a little work from farmers, and on railroads and others living on their summer's earnings * * *."[71]

Census data show the dispersion of Mexicans into northern cities and industrial centers. In 1910, the Mexican population of Michigan and Ohio was estimated at 251. The number increased to 2,286 in 1920, and by 1930, there were 17,373 Mexicans in these States.[72] Naturally, it is impossible to allocate the numbers of Mexicans who drifted away from sugar-beet work, since a large number of workers migrated to the North for railroad and other work.

The Mexican migration from sugar-beet fields to industrial centers of the North during the twenties is attested to by several writers.

"When work was plentiful and common laborers scarce, before the industrial depression which began in October of 1929, the industries located in the Great Lakes area had particularly felt the effects of the quota law. As a result, the Mexicans who sought winter refuge in such cities as Chicago, Detroit, Saginaw, Flint, and Pontiac found work in foundries and factories; but it was the sort of work which other laborers were not eager to accept. Many were employed for as much as $4 and $4.50 per day, which seemed a princely sum to the immigrant who had had but one season in this country, and who had been accustomed to work from daylight to dark, with all his family, in the thinning and weeding of beets.

---

[67] Ibid., testimony of T. G. Gallagher, Continental Sugar Co., pp. 555–558.

[68] Seasonal Agricultural Laborers from Mexico, op. cit., testimony of S. R. McLean, Holland-St. Louis Sugar Co., Michigan, p. 180.

[69] Seasonal Agricultural Laborers from Mexico, op. cit., p. 273.

[70] Ibid., testimony of L. B. Tompkins, p. 176.

[71] Mexicans Replacing European Labor in Sugar-Beet Fields of Northrn States, *op. cit.*

[72] Fifteenth Census of the United States: 1930 (U. S. Bureau of the Census) Population, Vol. II, p. 4.

As a result, these laborers were unwilling to return to the beet fields when the next season came around, and the beet growers were therefore under the necessity of continually recruiting new workers."[73]

"Sifting through the fingers of beet companies and the railroad companies there is an increasing stream of Mexican labor which is annually lost for the purpose for which it is recruited and which drifts into the industries. Where there are both beets and automobile factories, the Mexican gets into industry. The bulk of the Mexicans thus employed are, therefore, in Michigan, Illinois, Indiana, western Pennsylvania, and western New York; in a word, in the industrial area which borders the Great Lakes region. The general trend, therefore, which has been noted in industries is from beets and railroads to factories and foundries."[74]

"With reference to employment, it should be said that a great many of the Mexicans who live near Hull House are recent arrivals and are out of work except at the best season of employment. Many of the Mexican families go to the beet fields of Michigan and Minnesota and, instead of returning to their southern homes at the close of the season, come to Chicago. They seldom have enough for a period of idleness, and work is always scarce in the winter. The first winter is a hard one. Those already established lend a neighborly hand and do all they can to alleviate the suffering, for the supply of clothing, bedding, and furniture is meager. The Mexican Consul tried to prevent this suffering during the winter of 1928 by inserting a notice in the chief Mexican papers warning the people not to come to Chicago in the winter expecting to find work. Many, however, did not see this notice. Most of those who have work are at the Illinois Central freight house, the beading factories on Roosevelt Road, at the Cracker Jack factory, other candy factories, and at the hotels of the Loop., All this work is irregular, and during periods of depression many of the Mexicans lose their places."[75]

The National Conference of Social Work in meetings during the twenties discussed the problems of the Mexican population of the United States. At the 1928 meeting, the dispersion and stranding of the Mexicans in northern industrial centers was noted:

"The factor of unstable or seasonal employment explains much. The railroads and the beets are the two agencies which more than any others have served to draw the Mexican across the line and scatter him throughout the country. It is worth noting that the railroads want him, as a rule, from March to October, and the beet growers, roughly, for the same period. What he does for the rest of the year does not as a rule interest them. He is supposed to go back to Mexico, and in many cases he does. But very often he does not. He drifts into the cities to pass the winter; jobs are scarce, his money goes, and he appeals to the charities. Result, one more Mexican case. * * *"[76]

Mexican beet workers are discouraged from remaining in the sugar-beet areas after the season's work is done, because they are frequent relief recipients and a burden to welfare agencies. However, the drift of beet workers to northern cities continues. It is here that they become relief charges:

"Conditions are such that the sugar-beet workers have little opportunity to secure an income in the winter in the locale of their summer toil. Occasionally some of them attempt to remain in the North. Lack of training makes it difficult to find positions as general farm hands. Relief or a trek to the South are about the only alternatives. There has been, however, some movement to railroad work. * * * Sometimes sugar-beet workers move directly to industry. The movement is not always one-way for the recruiting of beet workers is an annual occurrence in Chicago."[77]

LIVING CONDITIONS OF MICHIGAN SUGAR BEET WORKERS

Sugar-beet workers generally spend from 6 to 7 months in the beet areas. In the early days of the industry, workers recruited from nearby cities and towns were brought to the fields each morning and returned at night to their homes. Their transportation was provided by companies or growers. When long-distance recruiting began, the sugar companies were faced not only with problems of transportation, but with those attendant upon the use of a large seasonal migratory-labor supply such as the allocation of labor to the acreages available, the extension of credit, the payment of wages, etc. A division of responsibility for these matters was accomplished between the growers and the companies, with the latter taking over the major problems of recruiting, allocating workers to farmers, housing, extension of credit, transportation to the beet area, and the payment of wages. The beet growers were supposed to furnish transportation from the station at the beginning of the season, fuel, wood, water, and, in most instances, garden plots.

---

[73] The Northern Mexican, by Robert N. McLean, 1932, pp. 9-10.

[74] Ibid., p. 7. See also Mexican Colonies in Chicago, by Anita Edgar Jones, Social Service Review, vol. 2, No. 4, December 1928, pp. 584-585, and Mexicans North of the Rio Grande, by Paul S. Taylor, Survey Graphic, May 1, 1931, p. 137.

[75] Mexican Colonies in Chicago, by Anita Edgar Jones, Social Service Review, vol. 2, No. 4, December 1928, p. 589. See also Mexicans in Chicago, by Ruth S. Camblon, The Family, vol. 7, No. 7, November 1926.

[76] National Conference of Social Work, Proceedings, 1928, Mexicans—an interpretation, by Charles A. Thomson.

[77] Transient Mexican Labor, by Lawrence Leslie Waters, Southwestern Social Science Quarterly, June 1941, vol. 22, No. 1, p. 59.

An early report on sugar-beet labor refers to the housing of migrant beet workers in tents.[78] Laborers in the sugar-beet fields of northern Ohio around 1910 were housed in the following fashion:

"* * * The men in each gang are housed in a shanty 16 feet long by 7 feet wide and 7 feet high, with a door at each end and two windows on each side. This shanty is built on ordinary wagon wheels so as to be readily moved. One end is equipped with a stove and a table for cooking and eating, while the other is fitted up with bunks for sleeping. An average of five men live in each of these shanties. When a gang has finished the fields of one grower, the farmer hitches his team to the wagon and readily moves them to the next farm. The portable shanty has been in use only one season, and a sufficient number has not yet been built to house all the laborers. The company previously used a stationary shanty, which could be easily taken down and moved, but at best considerable time was required to move it. This house is still used to some extent. The shanties of every kind are furnished by the sugar company, and with each house there is a stove, table, knives, forks, dishes, and cooking utensils, as well as bedding—one pair of blankets and a comfort for each man. There is little cold weather during the period of employment and the houses furnished are sufficient for their needs." [79]

The housing of the sugar-beet workers in the Michigan area has traditionally been arranged by the companies. All references to the conditions under which the beet laborers' families lived stress overcrowding, poor sanitation, and the usual evils to be associated with rural slums. Workers were housed in old farmhouses, shacks, and barns, or in dwellings built by the company. The latter were stationary shacks or houses, portable houses, and caravan or wagon dwellings. The portable dwelling appears to have been the first and principal type of housing built by the Michigan companies, with stationary dwellings appearing somewhat later. In cases where company-built houses were not available, houses, shacks, or barns were rented by the company and provided to the families of the beet workers.

In 1919, Miss Wolfson found the living quarters of the workers she visited, "unspeakably wretched" with a "shocking degree of insanitation." [80] The Children's Bureau found that: "Many of the beet field laborers were obliged to sleep with from 3 to 10 persons of both sexes in a small, ill-ventilated room, even when the combined kitchen and living room was also pressed into service as a bedroom. There were 112 laborers' families, two-fifths of the total number, with 2 persons or more per room and 39 families with 3 or more persons per room. Thirty-six families with from 3 to 9 members lived in houses containing only 2 rooms, and 10 families, consisting of from 3 to 10 persons, occupied 1-room dwellings." [81]

Sanitary facilities were generally lacking. The great majority of the families surveyed by the Children's Bureau in 1920 had outside privies, 3 had water closets, and 2 families had no toilet accommodations at all. Although most families had private privies, in 30 cases 2 families shared a common privy, and in 8 instances, 3 families used the same privy. Screens were almost never provided for windows of the dwellings, and in only a few instances were there screen doors.[82]

The water supplies were unsanitary, inadequate, and, in many cases, great distances from the dwellings of the workers. Seventy-five families were forced to carry their water from distances of 50 yards or more. One-fifth of the families had only a dug well, and these were frequently polluted. "Open wells were in some cases protected by a few loose boards, and tin cans, pieces of wood, and other rubbish had, in some instances, fallen into the water. Some families reported that the water was muddy or sandy; others that it had a bad odor or made them ill. * * * Eight families obtained their water from springs or brooks, and in one case from a ditch, all of which sources were likely to be dirty and polluted." [83]

---

[78] Progress of the Beet Sugar Industry in the United States, op. cit., p. 19.

[79] Reports of the United States Immigrant Commission, Immigrants in Industries, pt. 24, Recent Immigrants in Agriculture, vol. 2, Seasonal Agricultural Laborers, pp. 569-575, Government Printing Office. Printed as S. Doc. No. 633, 61st Cong., 2d sess.

[80] Wolfson, op. cit., pp. 218, 222.

[81] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 118.

[82] Ibid.

Regarding the company portable houses, the Bureau wrote:

"* * * The portable houses were 1-, 2-, or 3-room structures, usually sheathed and shingled, set up on wooden props, and having 2 or 3 small windows and 1 door. They were purposely kept as small as possible, 16 by 24 feet, so they could be moved easily. When not overcrowded and when clean and weatherproof, they were suitable enough camping places for the summer, but all too frequently too many people were crowded in, and the houses were allowed to fall into disrepair. In 1 house, for example, which rested on 4 stones and looked as if it might fall to pieces, the floor had warped and settled and was full of cracks, which were stuffed with rags to keep out the cold. Several described their houses as 'nothing but cardboard and paper' or 'cardboard papered.' The buildings were neither suitable nor intended for all-the-year dwelling places, though some families remained in them through the winter for lack of a better place. Occasionally a 'shack' of tar paper or tin, or a caravan wagon to be moved about as the work required, was the only shelter provided. These wagons furnished such cramped quarters that, as one child told the agent, the family 'has to take turns going in, as there isn't room for all of us at once.' One wagon housed 2 families of Mexicans, 10 persons in all. A double-decked bed (about the size of an ordinary double bed), built of rough boards covered with a nailed-down mattress, had been provided, each family using 1 berth." [84]

The farmhouses and other dwellings not built by the company displayed all the undesirable qualities of substandard housing that were found in the company shacks.

"The companies also lodged the beet-field laborers' families to a considerable extent in unused farmhouses. For one reason or another a good many old farmhouses stood vacant, and where they were in decent repair they made the most desirable dwellings; often, however, they were even more dilapidated than the portable houses. Families frequently reported that they were unable to use the upper floor of such houses because the roof leaked badly. As one family expressed it, 'in good weather we have three rooms, in bad two.' In one house some of the windows were out and boards had been nailed over the frames. In another house in which the window glass was out the family had repaired the windows with glass taken out of their picture frames. * * *" [85]

Of the 289 laborers' families canvassed by the Children's Bureau agents, only 4 were living in houses furnished by farmers, and only 9 others rented or owned the houses which they occupied, making a total of 276 families occupying dwellings provided by the company. These 276 houses reflected the view which both Wolfson and the Children's Bureau found was prevalent among both companies and farmers; namely, "anything is good enough for the beet workers." "One-fourth of the 276 company houses, including portable houses and farmhouses, were badly out of repair and did not furnish decent living quarters. Only two-fifths of them were in fair condition, while but little more than one-fourth were in good shape, that is, were tight against wind and weather, had doors and windows that were whole, and wood or plaster that was sound." [86]

It was found that many families complained about "the failure of the company to provide such accommodations as had been promised by the company agent. * * * 'Beet work isn't like it stood in the newspaper,' was a typical remark. 'Newspaper said company give wood and coal and big wages and nice house. But it don't.' In a few cases the families charged that no house had been given them. One family had been housed in a shed until they had threatened to leave. The father of another family stated that while waiting for a house his family of 5 had been forced to live for 2 weeks in 2 rooms containing 19 other people; during this time his baby had caught cold and had died." [87]

Most of the houses were not provided with household furnishings; about three-fifths of the families brought all their own furnishings to the beet shacks. One-fifth brought everything except a stove. Twenty-five families were provided with household furniture and equipment by the companies. In the cases where the furniture, etc., was brought in by the family, the company paid the freight charge to the beet area, but not the return charge. The furnishings supplied "were usually insufficient and of the roughest sort—a stove, shelf or rough table board, one or two chairs or boxes, and a bed, often boards with only a rough mattress and a few blankets, comprising the outfit. * * * A Mexican family whose house was exceptionally clean and tidy had been provided with only two beds, one without any mattress, a rough board table, three tree stumps for chairs and a few dishes. In many cases not enough bedding was supplied to keep the family warm." [88]

---

[83] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., pp. 118–119.
[84] Ibid., pp. 115–116.
[85] Ibid., p. 116.
[86] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, p. 116.
[87] Ibid., p. 771.

In a study conducted 15 years later, in 1935, the Children's Bureau found little improvement in the housing and living conditions of beet workers' families. Although this survey was conducted in several States, and the Michigan results were not separately tabulated or discussed, it may be assumed that the conditions applied to Michigan as well as to the other States. The type of dwellings occupied show little change from 1920. It is interesting to observe that the sugar companies placed the responsibility for the bad housing on the shoulders of the farmers.[89]

The housing provided sugar-beet workers in Michigan has been improved, in some instances, in recent years. These improvements have been too limited, however, to materially affect the housing situation. In 1937 and 1938 the Michigan Department of Labor and Industry, acting upon complaints, surveyed the conditions of sugar-beet workers in the State. An investigator reported—

"In one instance we found 27 people living in 1 house. In another, 3 families are living in a scale shanty owned by the company. A family of 10 is living in a trailer which measures 8 by 12 feet." [90]

In Blissfield, the conditions were particularly bad:

"These people are living in a colony of dilapidated shacks on the property of the sugar company at this place and inside the corporation limits of the village. The majority of them consist of only 2 small rooms and are in a filthy condition, full of vermin and without any sanitation whatsoever. Each of these houses is occupied by 1 to 3 families. In one instance there were 14 people and only 1 bed.

"There is an inadequate number of outdoor toilets. All there is for the entire colony probably have never been cleaned or limed.

"At least one dead Mexican baby is buried in a shallow grave there * * *."[91]

A report on health conditions in Saginaw County contained the following excerpt on the housing of the workers in that county:

"The families, averaging 15–18 persons, live in deplorable 1- or 2-room shacks with no sewerage facilities and only surface wells available." [92]

The housing conditions of Michigan beet workers, common to most migratory workers, are rendered more serious because the families must spend 6 to 7 months each year in the beet areas. Their shacks are for the most part unprotected against the cold weather which comes to Michigan during October and November—the harvesting season—intensifying the hardships which these workers suffer.

WAGES AND EARNINGS—BEET WORK

Although references are found to payment of wages on an hourly or daily basis in the early years of the Michigan sugar-beet industry, the pattern of payment on an acreage basis was set by 1910. The method of wage payment traditionally has been determined by contract, which is consummated at the beginning of the season, between the sugar company and worker or between the grower and worker. This specifies the number of acres, the method of payment, and other conditions of employment. Formerly workers were paid three times each year. Thus, when the blocking and thinning operations were completed, the worker was paid at the rate specified; there was another payment after the hoeings, and a final payment upon completion of the harvest. At present, Michigan beet laborers are paid only twice each season—after cultivating and harvesting.

The contract system grew out of the desire of the companies and growers to insure the maintenance of their labor supply. Contracts, either written or verbal, called for the performance of all the hand operations on the sugar-beet crop. A contracting worker would agree to block, thin, hoe, pull, and top a stated acreage of beets. Because of the lapse of time—from 6 weeks to 2 months—between the summer season which ends with hoeing, and the autumn season, in which the pulling and topping are performed, it ordinarily would be necessary for the growers and companies to secure a new labor force for the harvesting work. There was not much expense or trouble involved in recruiting a local labor supply. When, however, the sugar-beet industry became dependent upon migratory labor, the employers wished to protect themselves against the possibility of workers leaving at the end of the summer operations and not returning for the topping season. The labor contract was one form of protection against this contingency though instances are found in which families failed to return to the beet fields in the autumn.[93] The contract usually contained a hold-back clause providing for the retention by the company of $1 to $2 per acre from the blocking and thinning or hoeing wage. In the past this was paid upon the completion of the harvesting only if the worker kept his contract. As a result of recent legislation, farmers are forced to pay full wages for work done.[94]

---

[88] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, p. 117.

[89] Elizabeth S. Johnson, Welfare of Families of Sugar-Beet Laborers, U. S. Children's Bureau, Publication No. 247, 1939, pp. 76–79.

[90] Letter to Chairman George A. Krogstad, department of labor and industry, from Forrest G. Brown, inspector, dated August 18, 1937.

[91] Memorandum from Forrest G. Brown, inspector, Department of Labor and Industry, Lansing, Mich., May 13–14, 1938.

[92] Letter from V. K. Volk, health commissioner, Saginaw County Department of Health, to Dr. C. D. Barrett, State Health Department, dated October 13, 1937.

The family system of contract labor also resulted from the desire of the companies to maintain a stable cheap labor force. Workers in family groups are less mobile and more dependent than unattached or solo workers; they are more attached to the job and less likely to leave employment at hand. Moreover, family groups tend to consider earnings in toto, rather than earnings per worker. This has a depressing effect on wage rates which is to the advantage of the employer.

During the first several years that sugar beets were raised for manufacture in Michigan, wages were paid to the beet laborers on a daily basis. During the 1898 campaign of the Michigan Sugar Co., workers were paid from 50 to 65 cents a day for thinning, and from 75 cents to a dollar a day for operations later in the season. During the season of 1899, wages around Bay City were $1 a day and dinner. At Benton Harbor, in this same year, wages were paid at the rate of $1.25 per day and board, and elsewhere in Michigan, daily wages were set at about $1 a day and upward.[95]

In northern Ohio beet fields, some years later, wages were paid on a piece-work basis. They were set at $18 an acre, and paid as follows: $6 for thinning and blocking for which $4 was paid at the completion of these operations; $4 for hoeing, with a total payment at the end of this process of $5, including $1 due from the blocking and thinning wage; $8 per acre for pulling and topping, at the end of which a total of $9 an acre was paid, for that work and for the $1 due for hoeing.[96] During the 1913 beet season, the average cost per acre of hand labor was $18.65 in Michigan.[97]

In 1919 Miss Wolfson found that the contract wages of sugar-beet laborers were $22 an acre for beets planted in rows 28 inches apart, and $24 an acre for beets planted 18 to 22 inches apart.[98] The Children's Bureau reported wages during 1920 of $28 an acre when the rows of beets were 22 to 24 inches apart, and $26 an acre for rows 26 to 28 inches apart. During that season, in addition to the wages of $26 or $28 per acre paid by the grower, the workers received an additional bonus of $7 an acre from the company if they had performed the work according to agreement.[99] The National Child Labor Committee reported a wage payment of $18 per acre in 1922.[1]

Wage rates of Michigan contract workers cultivating and harvesting the beet crop of the Michigan Sugar Co. are available for the years 1909 to the present and presented in table 4. They indicate that for a long time payment was based on the manner in which the beets were grown, and varied according to the distance between the rows of beets. This has not been the custom for the last decade. The work involved in cultivating beets becomes greater as the distance between the rows of beets decreases, and payment on such a basis is essentially more equitable. In table 3 are found average wage rates per acre for the years 1927 through 1940, as compiled by the Sugar Division of the United States Department of Agriculture.

---

[93] Wolfson, op. cit., p. 233.

[94] See below, section on Federal legislation.

[95] Reports of the Industrial Commission, vol. 10, op. cit., p. 574.

[96] Reports of the Immigrant Commission, pt. 24, Recent Immigrants in Agriculture, op. cit.

[97] Report for the Committee on Labor Conditions in the Growing of Sugar Beets, by W. Lewis Abbott, March 1934, table 1, p. 33.

[98] Wolfsou, op. cit., pp. 219–220.

[99] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 112.

[1] Child Labor in the Sugar Beet Fields of Michigan, op. cit., pp. 45–46. "The plots had not yet been measured, but the grower estimated that Sam worked 30 acres (he had signed up for 45), so his first payment would not exceed $210, with a second payment of $60 'when all hoeing is completed,' and the last of $270 when harvest is completed.' "

TABLE 3.—*Average sugar-beet wage per acre by States, 1927–40*

	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939 and 1940
United States	23.74	23.23	23.26	23.18	18.76	15.78	14.21	16.33	18.23	18.87	20.05	22.21	21.34
Ohio				22.48	19.48	15.83	13.83	16.90	16.13	18.07	18.46	19.28	18.84
Michigan	23.00	23.00	23.00	23.00	17.16	13.51	13.15	15.14	15.59	16.60	17.55	19.32	18.90
Indiana							13.93	16.93	16.93	17.07	18.00	18.86	18.43
Wisconsin	23.00	23.00	23.00	23.00	19.20	16.43	16.12	17.63	17.86	18.00	19.29	19.07	18.75
Minnesota	23.61	23.61	23.61	23.61	21.61	16.13	14.09	15.14	15.14	17.52	17.88	19.29	18.73
Iowa	23.24	23.24	23.24	23.24	21.16	17.14	14.76	15.71	16.71	19.14	19.64	21.08	20.32
Kansas					15.50	16.50	14.00	14.00	14.00	13.38	14.38	16.63	16.62
South Dakota	24.00	24.00	24.00	24.00	17.71	13.79	13.24	16.75	16.19	18.19	19.66	20.60	19.65
Nebraska	23.65	22.80	22.88	23.00	19.21	14.79	14.64	15.32	19.14	19.15	20.11	22.61	21.43
Colorado	23.79	22.74	22.85	22.90	18.63	14.62	12.57	15.18	19.21	19.05	20.19	22.65	21.46
Wyoming	24.99	23.99	23.99	23.99	19.43	17.63	14.20	18.52	20.43	20.42	21.73	23.20	22.05
Montana	26.26	24.95	25.26	23.90	20.15	16.40	16.05	19.34	21.00	21.04	22.81	24.36	23.38
Idaho	25.96	25.96	25.96	26.13	15.21	15.88	14.10	16.36	20.38	20.96	22.45	23.64	22.38
Utah	21.91	21.16	21.16	20.26	17.44	16.69	17.44	16.72	17.06	19.42	20.17	24.92	23.18
California	22.86	22.87	22.79	23.80	20.27	18.49	15.29	17.28	18.04	19.12	20.93	23.73	23.47
Washington									20.43	20.43	21.55	22.24	22.24

Source: Sugar Division, U. S. Department of Agriculture.

TABLE 4.—*Labor contract rates*

[State: Michigan—Company: Michigan Sugar Co.—District: Alma, Bay City, Caro, Crosswell, Carrollton, Owosso, Lansing]

Year	Remarks	Block and thin	First hoeing	Second hoeing	Total, summer	Topping	Source
1940, 1939, 1938		$11.00			$11.00	$7 for 7 tons or less; plus $1 per ton over 7 tons.	Determination data from company, Mar. 18, 1938.
1937		8.00	[2] $2.00		10.00	$6 for 7 tons or less; plus $1 $1 per ton over 7 tons to 12 tons; $0.50 per ton over 12 tons.	Do.
1936		6.50	[2] 2.00		8.50	$6.50 for 8 tons or less; plus $1 per ton over 8 tons.	Do.
1935		6.00	[2] 1.50		7.50	$7.50 for 8 tons or less; plus $1 per ton over 8 tons.	Do.
1934		6.00	[2] 1.50		7.50	$7.50 for 8 tons or less; plus $0.50 per ton over 8 tons.	Do.
1933		5.00	[2] 1.00		6.00	$6 for 8 tons or less; plus $0.50 per ton over 8 tons.	Do.
1932		5.00	[2] 1.00		6.00	do	Do.
1931		[1] 18.00					Do.
1930		[1] 23.00					Do.
1929		[1] 23.00					Do.
1928		[1] 23.00					Do.
1927		[1] 23.00					Do.
1926		7.00	3.00	$1.00	11.00	$12 per acre	Do.
1925		7.00	4.00		11.00	do	Do.
1924		7.00	4.00		11.00	do	Do.
1923		7.00	4.00		11.00	do	Do.
1922		7.00	2.00	1.00	10.00	$8 per acre	Do.
1921		9.00	3.00	1.00	13.00	$10 per acre	Do.
1920	22- to 24-inch rows	9.00	4.00	1.00	14.00	$14 per acre	Do.
	26- to 28-inch rows	9.00	3.00	1.00	13.00	$13 per acre	Do.
1919	18- to 22-inch rows	8.00	3.00	1.00	12.00	$12 per acre	Do.
	24- to 26-inch rows	8.00	3.00	1.00	12.00	$10 per acre	Do.
	28-inch rows	7.00	3.00	1.00	11.00	$9 per acre	Do.

[1] Total wage, break-down not given.

[2] Price shown as hoeing by company, shown as hold-back on contract.

TABLE 4.—*Labor contract rates*—Continued

Year	Remarks	Block and thin	First hoeing	Second hoeing	Total, summer	Topping	Source
1918	18- to 22-inch rows	$8.00	$4.00	$2.00	$14.00	$10 per acre	Determination data from company, Mar. 18, 1938.
	24- to 26-inch rows	8.00	3.00	1.00	12.00	do	Do.
	28-inch rows	7.00	3.00	1.00	11.00	$9 per acre	Do.
1917	18- to 22-inch rows	[1] 22.00					Do.
	24- to 26-inch rows	[1] 20.00					Do.
	28-inch rows	[1] 18.00					Do.
1916		(3)					Do.
1915		(3)					Do.
1914	28-inch rows	5.00	2.00	1.00	8.00	$7 per acre	Do.
	23- to 27-inch rows	5.00	2.00	1.00	8.00	$8 per acre	Do.
	18- to 22-inch rows	5.00	3.00	2.00	10.00	do	Do.
1913	23- to 27-inch rows	[1] 16.00					Table from company.
	28-inch rows	[1] 15.00					Do.
	18- to 22-inch rows	[1] 18.00					Do.
1912		(4)					Do.
1911		(4)					Do.
1910		(4)					Do.
1909	28-inch rows	5.00		3.00	8.00	$8 per acre	Do.
	24-inch rows	6.00		3.00	9.00	$9 per acre	Do.
	18- to 21-inch rows	6.00		4.00	10.00	$10 per acre	Do.

[1] Total wage, break-down not given.
[3] Same as 1914.
[4] Same as 1909.

Source: U. S. Department of Agriculture, Sugar Division.

Since 1938, wages of Michigan sugar-beet workers have been set by the Secretary of Agriculture in accordance with the provisions of the Sugar Act of 1937. Rates are determined each year after hearings and are set on the basis of several geographic areas which may include one or more sugar-beet-producing States. These wages are not mandatory, but they must be paid by growers who wish to qualify for benefit payments under the Sugar Act. The wages are set at a minimum, but tend to become a maximum. Worker representation at the wage hearings for the Michigan sugar-beet area is generally lacking. Sugar-beet laborers in Michigan are unorganized, and unable to bring concerted pressure to bear upon the rates for beet work. In only one instance has the going rate been fixed as the result of collective bargaining, southern Michigan in 1935. The prevailing wage in that locality was $3 and $4 higher than in central Michigan,[2] where a collective agreement was lacking.

The wage rates set by the Secretary of Agriculture 1938–41 have been generally higher than previous wages in the Michigan sugar-beet area. These rates are given below:

1938—Ohio, Michigan, Indiana, and Wisconsin:

Blocking, thinning, and hoeing, per acre	$11.00
Pulling and topping, for 7 tons or less (plus $1 for each ton per acre in excess of 7 tons), per acre	7.00

1939—Ohio, Michigan, Indiana, and Wisconsin:

Blocking, thinning, and hoeing	per acre	11.00
Topping:		
Below 4 tons per acre	per ton	1.50
4 tons	per acre	1.30
5 tons	do	1.15
6 tons	do	1.06
7 tons	do	1.00
8 tons	do	.96
9 tons	do	.93
10 tons	per ton	.91
11 tons	do	.89
12 tons	do	.87
13 tons	do	.85
14 tons	do	.83
15 tons	do	.81
16 tons or above	do	80

---

[2] Johnson, *op. cit.*, p. 61.

(The rate for all fractional tonnages between 4 and 16 tons rounded to the nearest tenth of a ton shall be in proportion within each interval.)

1940. Ohio, Michigan, Indiana, and Wisconsin:

Blocking, thinning, and hoeing	per acre	$11.00
Topping:		
3 tons per acre or below	per ton	1.50
4 tons per acre or below	do	1.30
5 tons per acre or below	do	1.15
6 tons per acre or below	do	1.06
7 tons per acre or below	do	1.00
8 tons per acre or below	do	.96
9 tons per acre or below	do	.93
10 tons per acre or below	do	.91
11 tons per acre or below	do	.89
12 tons per acre or below	do	.87
13 tons per acre or below	do	.85
14 tons per acre or below	do	.83
15 tons per acre or below	do	.81
16 tons or above	do	.80

(The rates for all fractional tonnage between 3 and 16 tons rounded to the nearest tenth of a ton shall be in proportion within each interval.)

1941—Ohio, Michigan, Indiana, and Wisconsin:

Blocking, thinning, and hoeing, $11 per acre, or 40 cents an hour for blocking and thinning, and 35 cents an hour for hoeing.

Topping: On a time basis, 45 cents an hour; on a piece-work basis, the same rates as prevailed in 1940.

The Sugar Act has undoubtedly helped raise the wages of beet laborers above the low level of the 1930's. However, the fact that the wages set for the 1941 crop are not higher than the 1940 wages would appear to place sugar-beet workers at a disadvantage during the present year. One bad feature of the wage determinations for Michigan since 1939 has been the lack of a guaranteed minimum for topping.

The wages of sugar-beet workers are, on the whole, much lower than necessary for the maintenance of a decent standard of living. The National Child Labor Committee has recommended that sugar-beet wages be set at from $23 to $28 per acre.[3] The Committee on Labor Conditions in the Growing of Sugar Beets pointed out that the minimum wage for sugar-beet work would have to be from $21.50 to $24.50 an acre[4] in order "to insure a minimum subsistence wage." This was based on an average acreage of 7 acres per worker during the beet season.

The net earnings of Michigan sugar-beet workers have been marked by a downward trend. The foremost factor is the decrease in the wage rate per acre, which now stands at the pre World War level. Another important factor has been the general reduction in the number of acres tended per worker. This has come about because of changes in the method of planting the beets; whereas farmers formerly staggered their plantings so that workers could go from one field to the next, this is no longer the case. It is also contended that the sugar companies and growers of Michigan recruit many more workers than are necessary to care for the crop, and that reduced acreages are the result. The fact that workers now pay their own transportation costs and the costs of moving their furnishings to and from the beet areas also results in a reduction in their net earnings from this work. It had been customary for beet workers' families to be provided with garden plots where they could grow vegetables, and enough land to keep a few chickens or a cow. Fewer families are able to supplement their earnings in this way at the present. The employment agency fee, and the health examination fee paid by workers recruited from Texas for the Michigan fields are other expenses which workers did not bear in previous years.

The low level of sugar-beet wages has been supported by the contention of some growers that wages should be considered only in terms of the period of time spent in beet work, i. e., the actual number of days of work which the laborer performs in tending and harvesting the beets.

---

[3] U. S. Department of Agriculture, Agricultural Adjustment Administration, hearing on clauses relating to hours of labor, rates of pay, and other conditions of employment in the beet-sugar industry of the United States, to be made part of a basic code of fair competition in the beet-sugar-refining industry, August 30, 1933, testimony of Courtenay Dinwiddie.

[4] Abbott, op. cit., p. 9.

Mr. P. V. Goldsmith, representing the Farmers and Manufacturers' Beet Sugar Association, composed of growers and sugar companies in the States of Michigan, Ohio, and Indiana, testified at the 1937 wage hearing before the Secretary of Agriculture:

"The sugar beet grower cannot afford to pay the beet labor, for the short time required for labor in the beet fields, an amount sufficient for the beet labor to live on the entire year. It is not to be expected that in a 3 months' effort and labor a fair annual salary or wage can be obtained. There is ample opportunity for the beet labor to work during periods when they are not required in the beet fields. Contract labor may be had in the cultivation and harvesting of such crops as tomatoes, pickles, onions, berries, peppermint, and many others. Day labor may be obtained in general farm work throughout the season such as threshing, making hay, cutting and husking corn, and numerous other odd jobs that farmers have for him. The opportunity for other work is increasing every year." [5]

The Relief Administration of the State of Michigan, on the other hand, found in 1934 that beet workers were not being paid subsistence wages and held that relief payments constituted a subsidy to the industry. Dr. William Haber, State relief administrator, at a hearing on proposed labor provisions to be included in beet-sugar benefit contracts, testified as follows:

"* * * As State relief administrator, we come in very intimate contact with various aspects of it (the sugar-beet industry), labor conditions and wages in the sugar-beet industry during the past 2 years, and I simply wish to present here briefly the problem which we have had and the attitude of the State emergency relief commission * * * as it has come down to us during the past year or two.

"The State relief administration, in conformity with the requirements of the Federal Relief Administration, and trying to follow the policy that relief funds shall not be used to subsidize industry which cannot pay a living wage to its employees—with that in view we have been compelled to deny relief to people who had or might appear to have full-time jobs on the theory that those jobs ought to pay those people enough to support themselves and their families.

"The problem in question arose, then very early last spring, with the beet growers, in various parts of the State. They came to us and asked us to deny relief, welfare relief, to any worker who refused a job in the beet fields on the theory that to give such a person welfare relief in Michigan, who refused such a job would cause a genuine shortage of labor in the beet fields, and that it would result in the importation of Mexican and other groups in Michigan fields, something which if at all possible we should wish to avoid.

"The State relief commission, after investigating the matter, and consulting with the administrators in other counties, where sugar beets are grown to a large extent, came to the conclusion that we would not deny relief to workers unless they turned down a genuine job, at genuine wages, paid in American money, at a reasonably short period of time after the work was done. That created, as some of the growers know, a considerable problem in Gratiot County, particularly due to the possible labor shortage.

"The conclusion which our commission came to, after an investigation of this matter, was that a very great proportion of the workers in the beet fields, even though they had jobs and employment, still remained recipients of welfare. And upon investigation * * * this year, they were found to have an income not sufficient to meet the elementary needs in terms even of subsistence of their families, and so in 8 or 10 of the Michigan counties, where sugar-beet acreage is quite large, we have also a very large relief roll of persons working in the sugar-beet fields at the time when they are so employed. And the only explanation we can make of it is that in substance the income of those people would not be sufficient, during the period of employment, to take care of their needs, and, in another sense, that that income which they get is paid to them at a period considerably after the work is actually done.

"Now, the first suspicion which we had, was, of course, that people were receiving relief when they were wage earners, and should not receive relief, and that the difficulty may be due not so much to the sugar-beet contract as it may be due to the ease of getting relief in those counties. So we checked our administrative departments in those counties to make pretty sure, and we investigated, and I wish to make the statement that a large number of sugar-beet workers are on relief in the State even when they are employed, and to amplify that they are getting relief only if after the most thorough investigation which we know it appears necessary.

---

[5] Hearing with respect to wage rates for persons employed in the production, cultivation or harvesting of the 1937 sugar-beet crop, Toledo, Ohio, October 29, 1937, before the Secretary of Agriculture.

If there are some of them getting relief and they shouldn't get it, it is simply because they are much more successful liars than we are investigators.

* * * * * * *

"When the State relief commission had this problem presented to them, naturally, as a basis for coming to a conclusion, some members of our staff interviewed about 25 families in Ingham and Eaton Counties, counties which are close to Lansing. They were families which had refused jobs in the sugar-beet fields, and whom we had tentatively cut off relief until they proved their claim for assistance.

"I regret to say that I have not with me an actual transcript of those interviews and that data, but as my memory serves me the information which we had was that the income of those people in the sugar-beet fields was not very much more, if more, than they would be getting on welfare, if they turned down the sugar-beet jobs, and the average compensation that a family of five on welfare in Eaton County gets is $18.67 a month, and in Ingham County, outside the city of Lansing, about $22 a month. Those two factors, Mr. Chairman, I wish to present simply from the point of view of the State relief administration.

"* * * And during the sugar-beet season last spring and early summer, the complaints from the sugar-beet counties were definitely discernible, and while not entirely analyzed the sugar-beet workers feel that there are some serious complaints about being denied relief when they had a job, and presented in their own testimony not only evidence as to working conditions which we accepted at its face value, but the job required hard physical labor, but evidence in regard to the kind of income which they had and therefore needed to be supplemented. Our interest in this problem is obviously the interest of not using relief funds in what is supposed to be a going industry. It hasn't been followed consistently because the human requirements of actually feeding people, even though they have a job, is greater than the rigid principle of supplementing an industry which is supposed to pay a living wage." [6]

The Committee on Labor Conditions in the Growing of Sugar Beets [7] believed that the beet-sugar industry should bear the brunt of the full support of its working force. The committee, in its report prepared by W. Lewis Abbott, reasoned as follows:

"In attempting to determine what would constitute adequate wages for contract workers, in contrast to those which they are now receiving, it has been assumed that their wage should render them at least self-supporting. This immediately raises the question as to whether they should be expected to secure their entire living from 6 or 7 months' employment in the beet fields, or whether they should be expected to secure other employment during the remainder of the year. It has been pointed out that in the period of the several studies, 44 percent of the families had additional earnings during the summer, 50 percent had winter earnings, and that this other income amounted to $300 to $500 for the midgroup of families. Replies to the questionnaire sent to the county administrators of the Federal Emergency Relief Administration indicate that about one-third of the families are now able to secure other work, and that this income averages $60 per year. Under these conditions, it would not seem unjust to require that the full burden of supporting its workers must fall upon the beet-sugar industry." [8]

The Children's Bureau study of conditions among sugar-beet workers in 1935 found that the "income from the arduous physical toil of the whole family in this seasonal industry is seldom sufficient to provide a decent standard of living, and for many it is not enough to provide even the bare necessities of life. As a result they must either accept public relief or face absolute destitution during a part of the year." [9] Forty-two percent of the beet workers' families in central Michigan and 38 percent in southern Michigan had received relief during the year ending October 31, 1935.[10] These figures do not reveal the full extent to which Michigan beet laborers had been relief recipients, since the survey did not include those families leaving the State upon the completion of the harvest work, i. e., the out-of-State migrants.[11]

A comparison of the earnings of beet workers' families in 1920 and in 1935 throws considerable light on the question of the ability of the industry to support its labor force. The earnings of Michigan sugar-beet workers' families surveyed by the Children's Bureau in 1920 were distributed as follows:

---

[6] U. S. Department of Agriculture, Agricultural Adjustment Administration, hearing with reference to proposed labor procisions to be included in beet-sugar benefit contracts under the Agricultural Adjustment Administration, East Lansing, Mich., September 21, 1934. Testimony of Dr. William Haber, State relief administrator, pp. 68–72.

[7] See below for composition and character of Committee.

[8] Abbott, op. cit., p. 6.

[9] Johnson, op. cit. p. 82.

[10] Ibid., p. 71.

[11] Ibid., p. 8.

"Between two-fifths and one-half of the 250 laborers' families that reported the amount their work would bring them expected to earn less than $800 for their 6 or 7 months in the beet fields, providing they performed all the processes on the same acreage on which they had worked up to the time of the interview. Most of them would earn from $500 to $800, including 66 families with but 2 workers—usually 2 adults, but in some cases 1 adult and 1 child. In the group expecting to earn $800 to $900 were 52 families approximately one-half of them having 4 or more workers. Thirty-two larger families expected to earn from $1,000 to $1,199. Forty-seven families, averaging a little over 5 workers a family, expected to earn between $1,200 and $2,000, and the earnings of 7 families with an average of between 6 and 7 workers per family would amount to between $2,000 and $2,600."[12]

Fourteen of the 22 families who expected to earn less than $400 for the season's work had 2 working members. It was also found that the cash income of the beet-field laborers surveyed in 1920 was frequently supplemented by garden produce, and by the maintenance of a cow or chickens; 88 percent of the laborers reported a garden, 60 percent kept some chickens, and 41 percent had 1 or more cows.[13]

The median family earnings from beet work of Michigan workers were $854 in 1920. In 1935 they were $400 in central Michigan and $600 in southern Michigan, representing declines of 53 percent and 30 percent, respectively. No adequate data are available on the extent to which family incomes of Michigan beet workers were supplemented by gardens, poultry, or livestock in 1935. It was found that 63 percent of all contract families in the survey had planted gardens,[14] but that "beet workers do not supplement their wages to any large extent through raising their own vegetables or keeping livestock." [15] In central Michigan, median earnings of beet-working families from beet work were approximately the same in 1934 and 1935. In southern Michigan, where the wage rates and average acreage tended by each family had increased as a result of a collective agreement, yearly earnings "were significantly higher in 1935 than in 1934." [16] Beet earnings increased noticeably after the passage of the Sugar Act. Thus, 70 familes who had worked at all beet operations in Michigan during the 1939 season, showed average earnings of $760.[17]

TABLE 5.—*Amount payable for work in beet fields, by number of persons working; families working in beet fields*[1] *Michigan group, 1920*

Amount payable per work in beet fields	Families working in beet fields										
	Total		Number of persons working [2]								
	Number	Percent distribution	1	2		3	4	5	6	7	8 to 10
				Number	Percent distribution						
Total	[3] 250	100.0	1	91	100.0	44	49	31	17	9	8
Less than $400	22	8.8	1	14	15.4	5	1	1	----	----	--------
$400 to $599	40	16.0	----	23	25.3	11	2	2	2	----	--------
$600 to $799	50	20.0	----	29	31.9	7	9	3	----	1	1
$800 to $999	52	20.8	----	18	19.8	9	20	3	1	1	--------
$1,000 to $1,199	32	12.8	----	5	5.5	6	10	9	1	----	1
$1,200 to $1,399	20	8.0	----	2	2.2	1	3	3	6	3	2
$1,400 to $1,599	14	5.6	----	-------	---------	4	----	5	4	----	1
$1,600 to $1,799	5	2.0	----	-------	---------	----	----	4	----	----	1
$1,800 to $1,999	8	3.2	----	-------	---------	1	2	1	1	2	1
$2,000 to $2,559	7	2.8	----	-------	---------	----	2	----	2	2	1

[1] Excludes tenant and farm-owning families.
[2] Percent distribution not shown where base is less than 50.
[3] Excludes 39 families that did not report amount payable.

Source: Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 113.

---

[12] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., pp. 112-113.

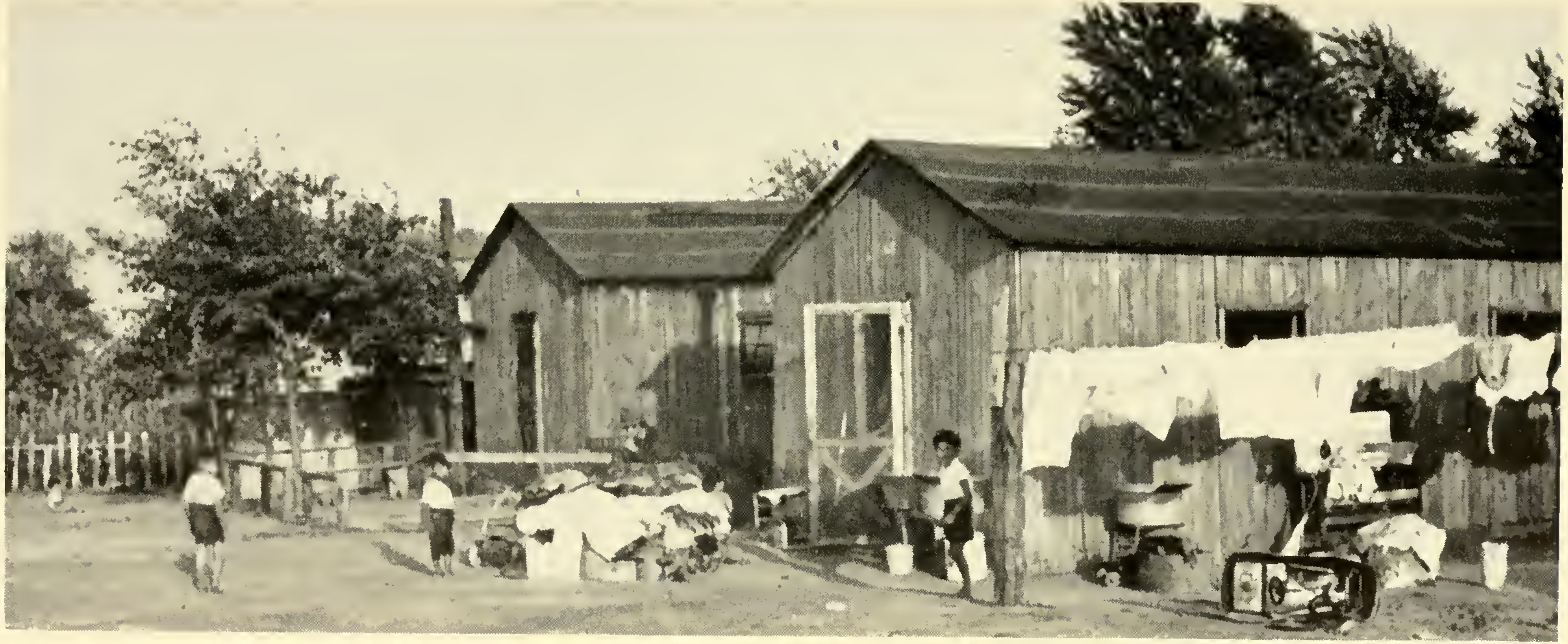
[13] *Ibid.*, see note, p. 113.

[14] Johnson, op. cit., p. 74.

[15] Elizabeth S. Johnson, Wages, Employment Conditions, and Welfare, of Sugar-Beet Laborers, Monthly Labor Review, February 1938, p. 339.

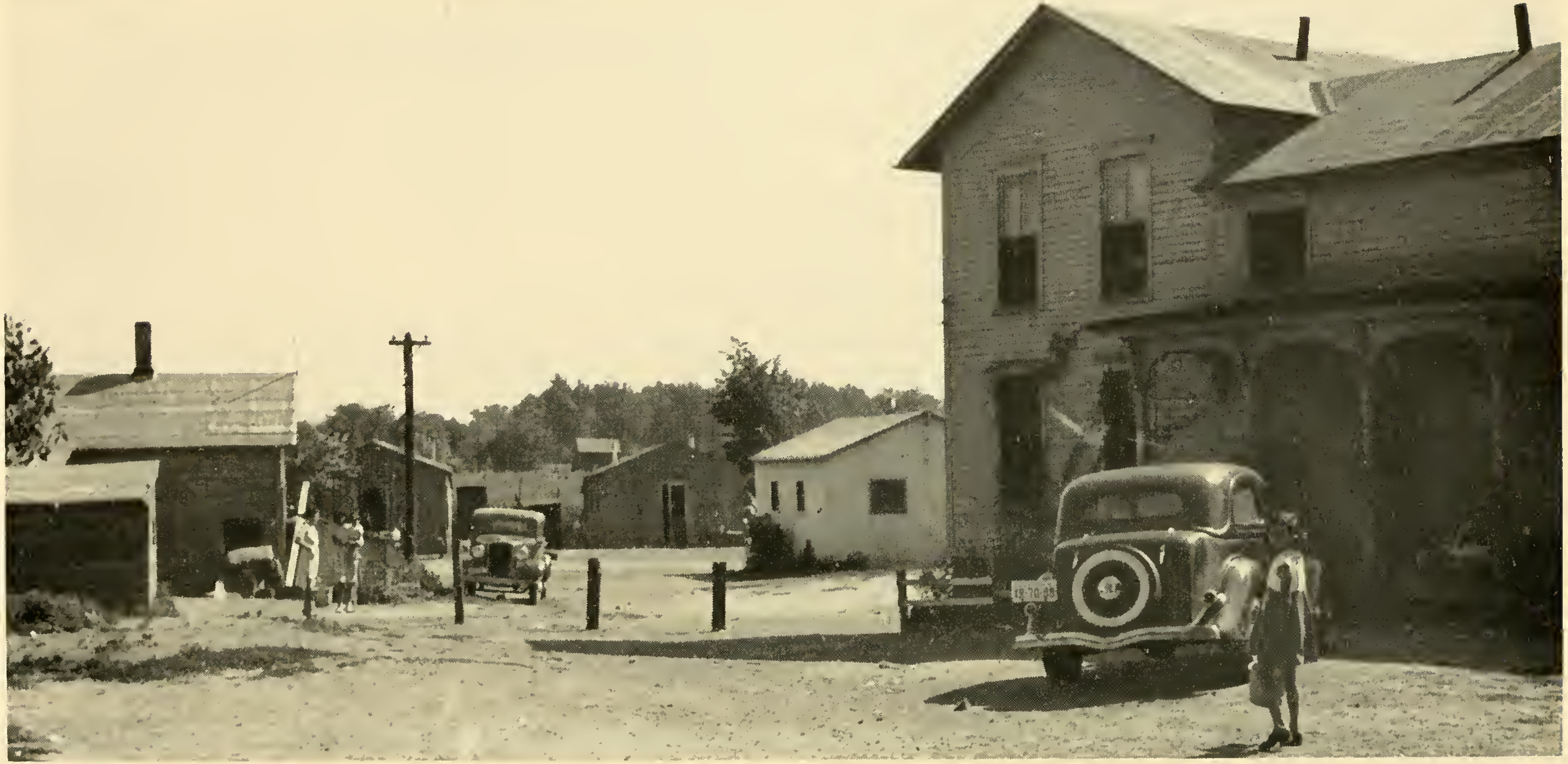
[16] Johnson, op. cit., p. 63.

[17] Sugar Division, Labor Section, U. S. Department of Agriculture.



"Not a shovel has been turned to lay a line of sewer to serve the growing population," reports the Michigan health commissioner, who says sewage disposal is sanitation problem No. 1 of the State (part 18, Detroit hearings (Industrial Section) p. 7552). Meanwhile, among Mexican migratory farm workers who come north regularly to the Michigan sugar-beet fields, there were two outbreaks of diphtheria in August 1941. Quick action by the health department prevented spread. Above are shown two of the shacks in the migratory labor camp in Blissfield Township, one of the danger spots.

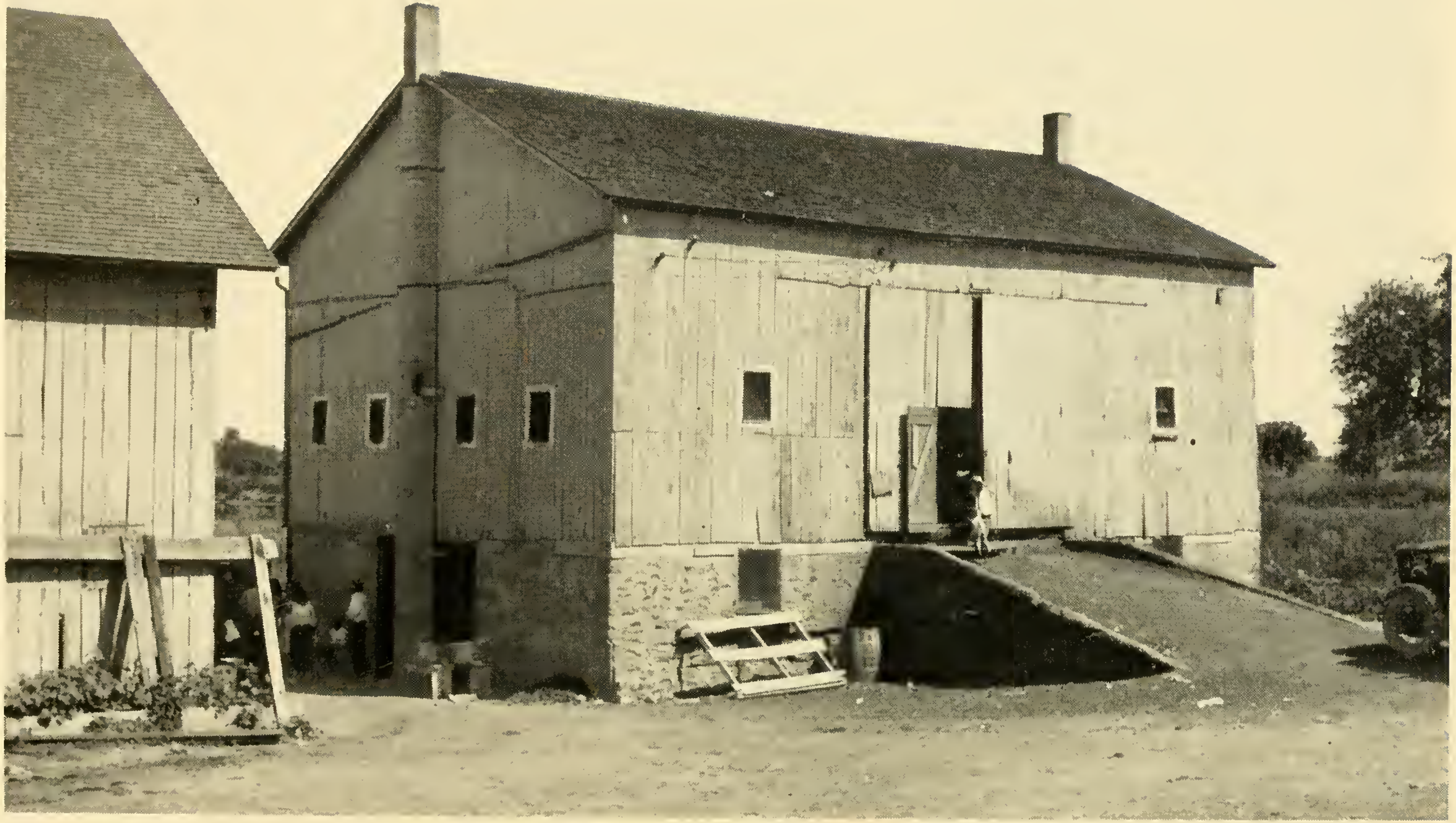
The above photograph and those on pages following were selected from exhibits submitted at the committee's Detroit hearing and entered as part of the record. Those not reproduced here are held in committee files. The pictures taken during the diphtheria outbreaks were submitted by the Michigan State Department of Health; others by the John R Council of Improvement Associations and the Work Projects Administration Welfare Department, Detroit, Mich.



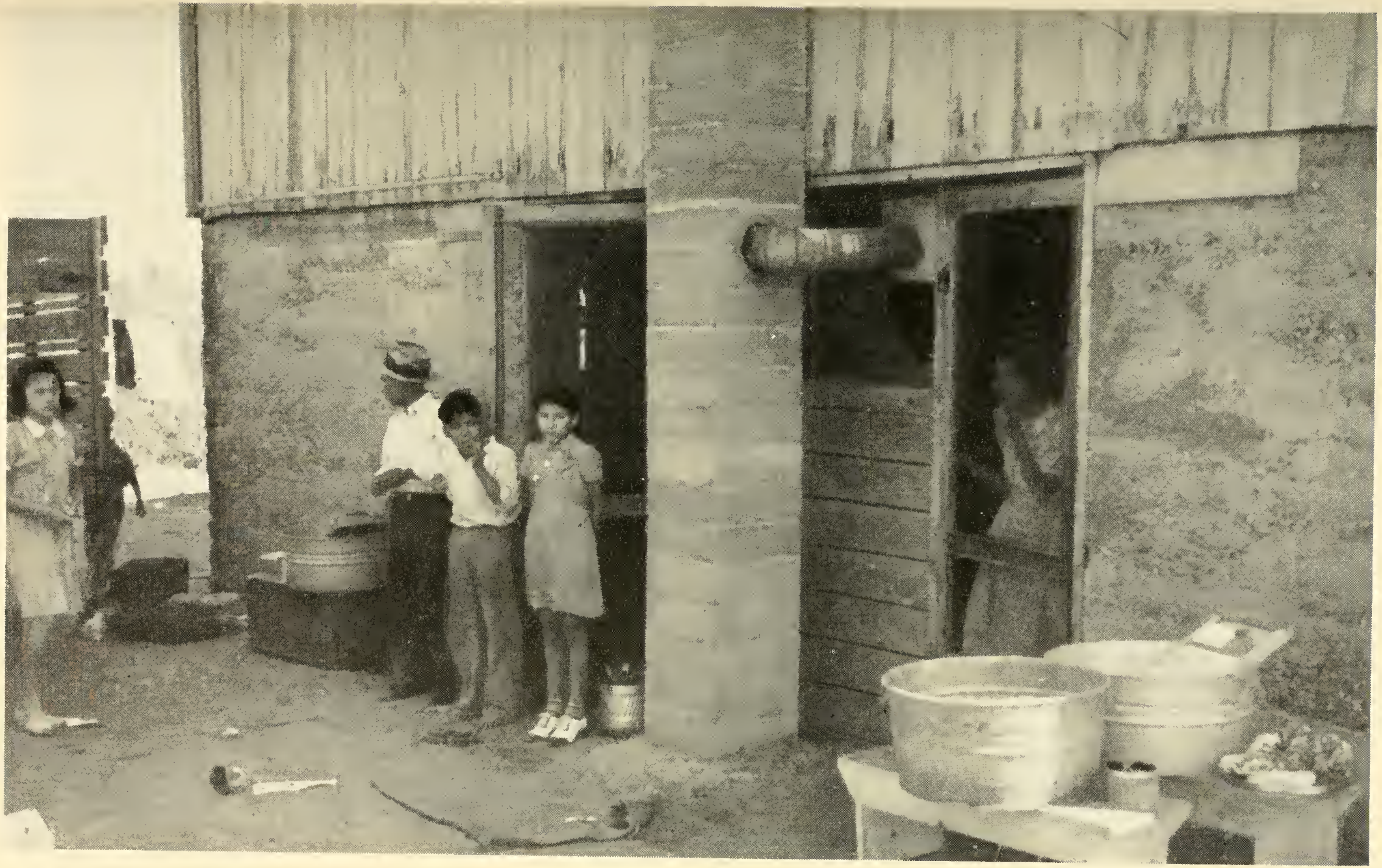
Entrance to the migratory labor camp in Blissfield Township, Mich., where workers from Texas live. House at right is occupied by several families. On August 12, 1941, diphtheria was reported, with seven persons ill, one dying. Nine days later the same disease broke out among farm workers in Saginaw County, resulting in the death of an infant.

Another of the houses at the Blissfield camp for migratory farm laborers. At the time of the diphtheria outbreak, 246 persons were living in the camp. All were placed under quarantine, and those exposed were treated and isolated. Seven days later the quarantine was lifted, but 2 new cases broke out thereafter, and 6 new carriers were found. A total of 12 clinical cases and 17 carriers had been reported to September 12.

7888–C



In this barn in the Blissfield colony for migratory farm laborers were 12 apartments, housing 18 families, or a total of 80 persons. When diphtheria was discovered among them, the barn was cleared and used for isolation of those carrying the organisms.



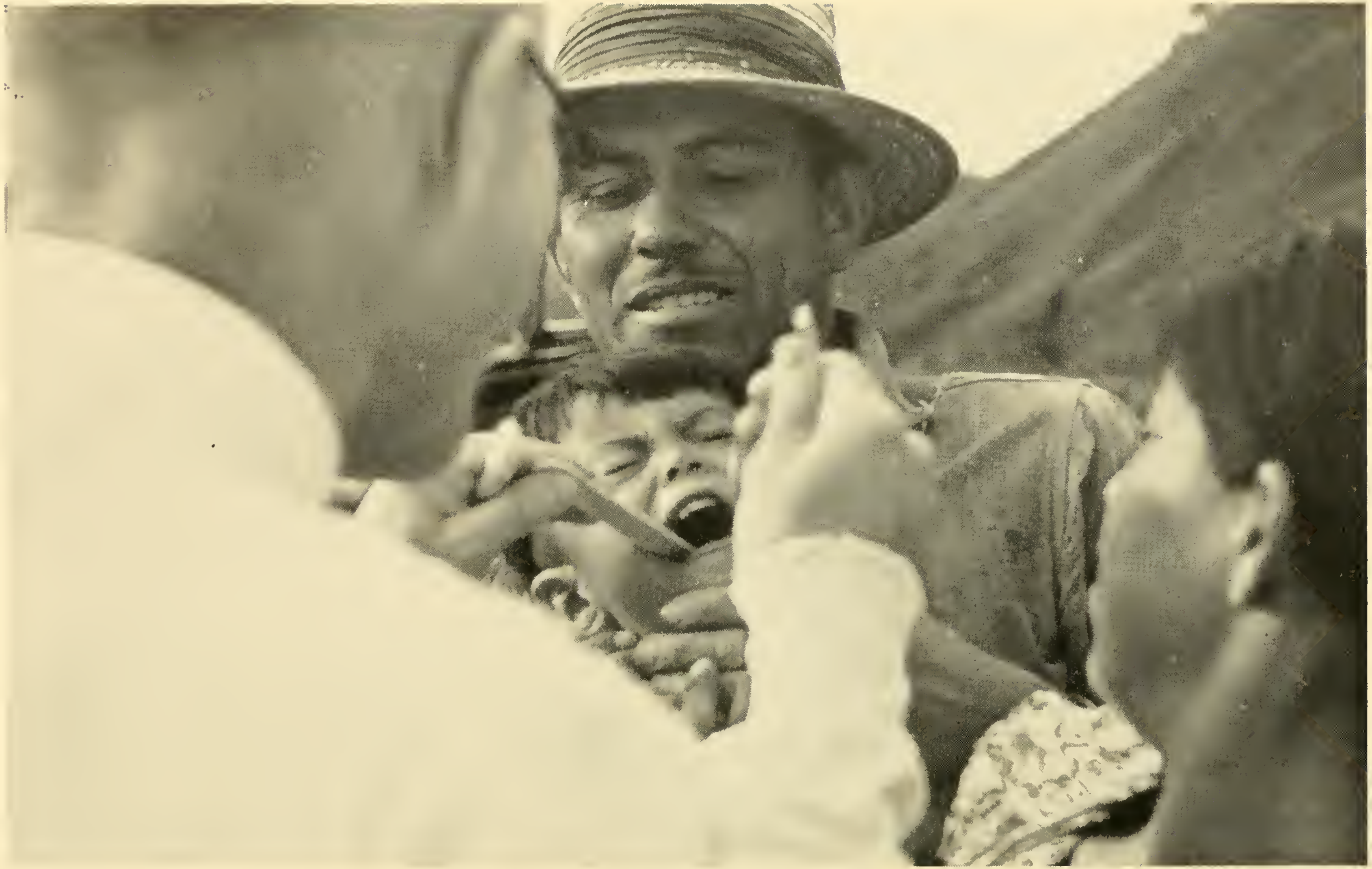
Two basement "apartments" in the barn shown on the page opposite. Conditions under which workers have been transported from Texas to the northern beet fields have brought investigation and prosecution by Federal authorities. (See exhibit 49, p. 7796.)

When the presence of diphtheria was reported in the Blissfield Township colony, State health officers took cultures from the throats of all persons in the area.

7888–F

In the diphtheria outbreak in Saginaw County, four families living in a one-room house had been in contact with the disease. The State health department carried on preventive work there and reported after investigation that the Saginaw cases constituted a separate outbreak, having no relationship to that in Blissfield.

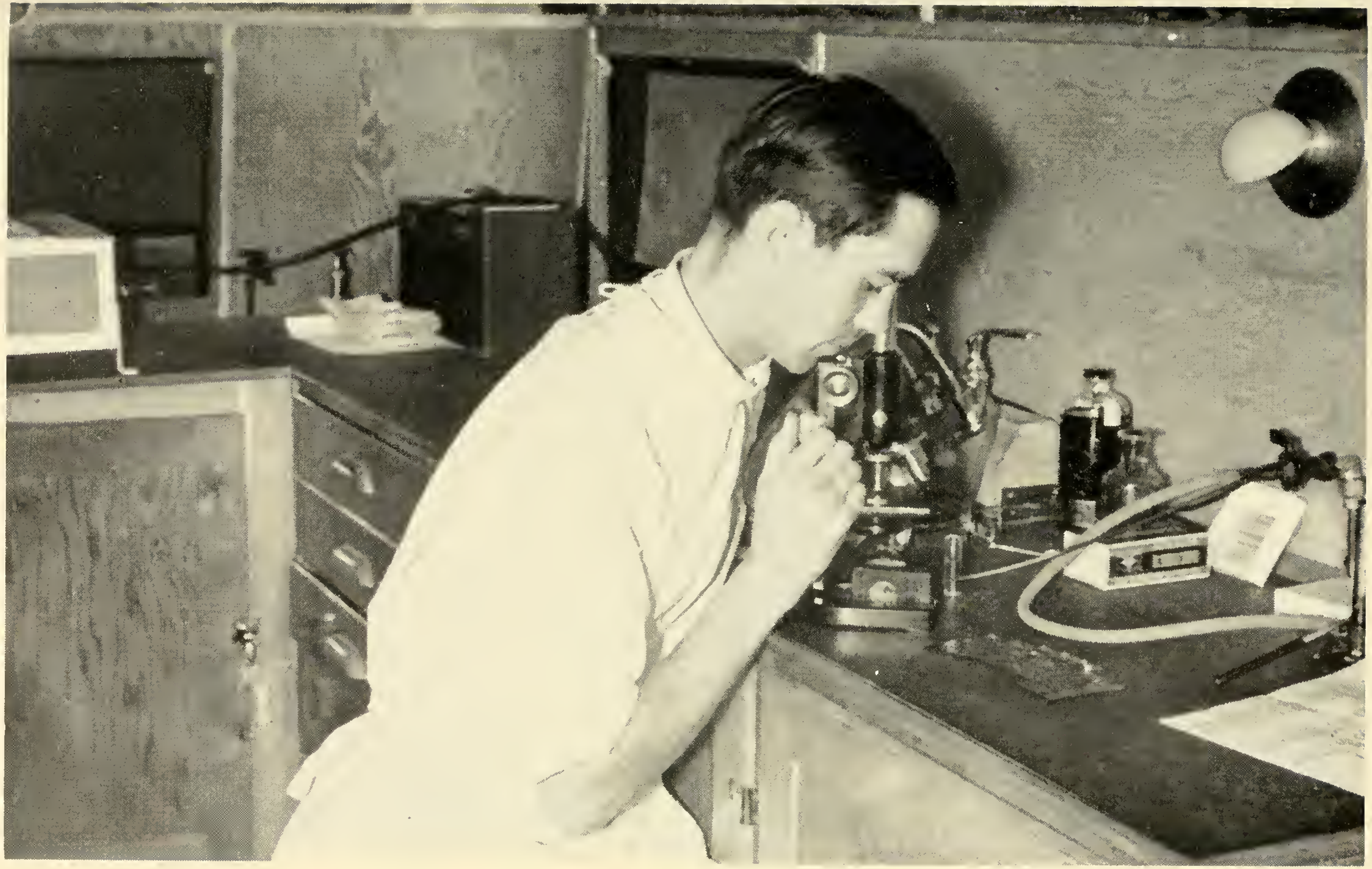
7888-G



A family of workers at Blissfield submits to the diphtheria test.

Forty thousand units of antitoxin were given each adult diphtheria patient in Blissfield. Children under 14 were given toxoid instead, in order that permanent immunity might be started.

The day after the Blissfield camp had been quarantined, the "mobile laboratory" of the State health department was sent to the scene to take cultures.

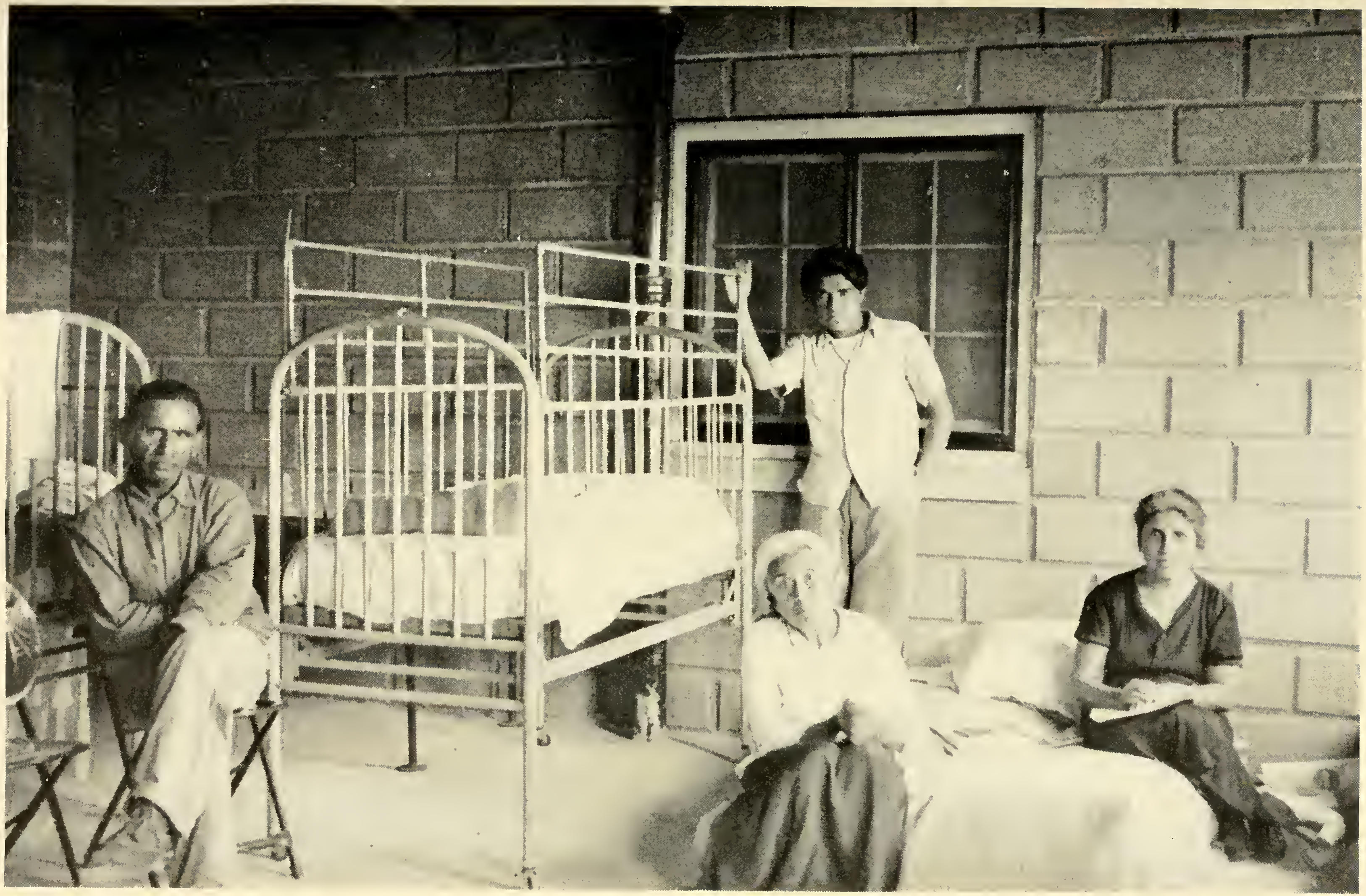


By using its mobile laboratory at Blissfield, the Michigan Health Department was able to do the bacteriology on cultures on the scene, and 18 hours later all individuals carrying the organisms had been isolated. This scene is the interior of the laboratory.

7888–K

The sheriff and State police of Michigan were called in to maintain the quarantine at Blissfield, and they were assisted by the colony "boss," shown above. One man violated the quarantine, went to a motion-picture theater, and later was jailed.

7888–L

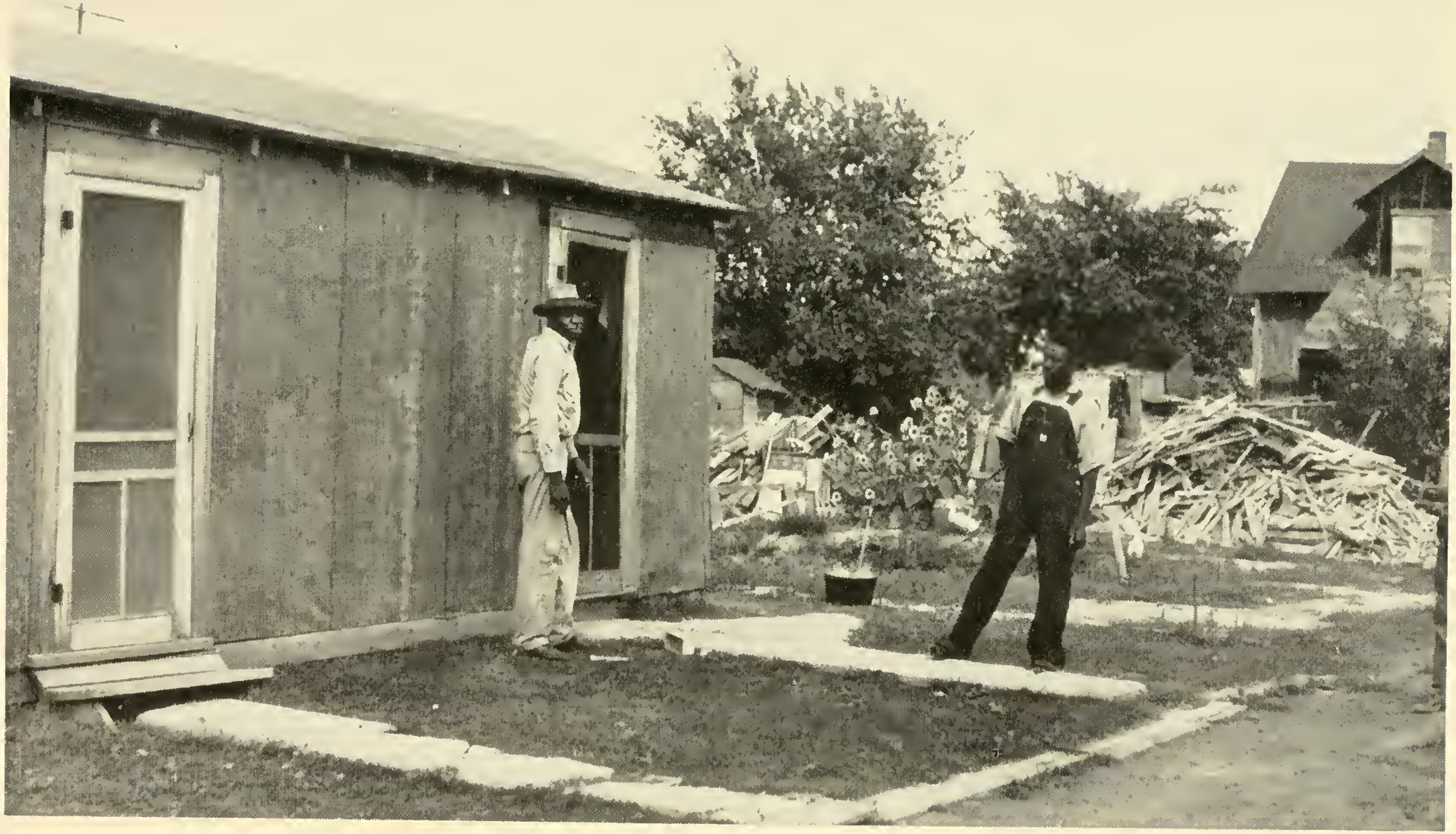


When diphtheria was discovered among the workers at Saginaw, those exposed were taken to Saginaw County Hospital, but there was no room for them in the hospital proper. They were, therefore, housed in a storage building. This is a view of the facilities made available to them in their emergency.

7888–M

The group of Saginaw workers exposed to diphtheria and sent to the County Hospital for isolation is shown here in the improvised dining room of their quarters in a storage building.

7888-N



In many communities of defense-busy Michigan, the in-migrant population is exposed to health hazards. Water and sewerage facilities are nonexistent in this settlement of Negro workers near Mount Clemens, Mich.

OTHER EARNINGS AND TOTAL INCOME

In 1920, Michigan sugar-beet workers had greater earnings from supplementary work than in 1935. "Of the total number of fathers, both resident and migratory laborers, who had worked during the winter preceding the inquiry and who reported the amount earned, 47, or slightly over one-fifth, had made less than $300 from their winter employment, but over three-fifths had made $400 or more, and approximately 40 percent had earned at least $600." [18] The median earnings of this group of workers from winter work were $519.[19] The median yearly income of beet laborers' families in 1935 from all sources except relief was $520 in central Michigan and $740 in southern Michigan.[20] "Among the families in Michigan, where some industrial employment was available, only 30 percent received, in addition to beet earnings and relief, an income of $200 or more in 1935." [21] In central Michigan, the median annual supplementary income per family not including relief was $93. It should be noted that most out-of-State laborers were not included in these data.[22] Of the 70 families included in the Sugar Division data on family earnings during 1939, only 65 percent reported any other work during the previous year. Those who reported other work showed average earnings of $275 per family.[23]

The economic status of sugar-beet workers has become less and less favorable. Michigan beet workers earned more money per acre in the period from 1917 to 1930, with the exception of 1922, than they have in any year since that time. The lowering wage level becomes more distinguishable when it is recognized that wage rates at the present time are about the level that they were in the period from 1909 to 1913, and that from 1932 to 1937 workers received smaller payment for their work than they did in the pre World War years. The Sugar Act, through raising the level of wages, had brought about some measure of economic relief to this group of workers. The money income of beet workers is still inadequate to provide any measure of security. Families who worked at all operations in 1939 earned $760 for their season's labor in beets. There was an average of five workers in these family groups, making the average earnings per worker for this 6- to 7-month period, $152. Figuring on a 6½-month basis, the average beet earnings per worker were roughly $23 a month. Average earnings per worker from occupations other than beet work were $55 for the entire year.[23]

The reduction of the Michigan beet workers from a fairly independent group of workers who were able to become renters and owners to a permanent migratory agricultural labor force has taken place over the past 20 years. The agricultural ladder, which once operated to bring these workers out of the laborer class, has broken down completely. Few Mexican beet workers have become renters and owners of land, unlike the early Russian, Belgian, and other immigrant beet workers. Not only did the higher earnings of the early beet workers enable them to rent or purchase land, but they were encouraged by sugar companies to become beet growers. Attractive offers were sometimes made to induce them to acquire and rent farms. The contemporary Mexican beet worker is rushed out of the community at the end of the season, and discouraged from settling in the beet areas. His meagre earnings make acquisition of land impossible.

Wage rates in the early 1930's were changed in many areas to provide a scaled rating for topping. This generally provided for a minimum wage based on a given tonnage of beets per acre, with additional payments per ton per acre for all tonnage exceeding the stated yield. There were variations of this type of payment; in some cases, the scaled payments stopped at a particular tonnage, and in others, these payments were continued no matter what the yield per acre. The main reason for introducing this new method of payment was the desire to take into account differential yield and permit the farmer with low tonnage to pay less wages than the farmer with higher yields per acre. In this way risk was passed along to the field workers. The growers claimed that the scaled payment provided an incentive to the beet laborers and that payments above the stated minimum were compensation for good work which helped produce high tonnage per acre. For the past few years there has been no stated minimum for topping wage, but merely a set rate based on yield.

Workers have complained that this method of payment penalizes them, since more work is required in a poor field with low yields than in a good field. It has also been charged that poor fields are frequently the fault of the farmer who has planted in bad fields, or of weather conditions, blights, plant diseases, etc., over which the laborer has no control. Moreover, the same number of beets frequently are handled regardless of the size and yield.

---

[18] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 114.
[19] Computed from table LVII, p. 115, ibid.
[20] Johnson, op. cit., table 25, p. 68.
[21] Johnson, Monthly Labor Review article, op. cit., pp. 336–337.
[22] Ibid., p. 337.
[23] Sugar Division.

One of the most serious complaints leveled against employers is that beet workers do not receive the acreage they can handle, which, as has been pointed out above, results in the reduction of their earnings. The earnings of beet workers depend upon the acreage for which they are able to contract. The unregulated system of labor recruiting, the system of family labor, the use of an out-of-state migratory labor supply, and the practice of recruiting more workers than are necessary to cultivate the crop, all tend toward reduction in acreage per worker and per family. These practices also have an adverse effect on the wage rate, and on the other conditions of employment in sugar beet work.

The Texas State Employment Service, in a statement to the Tolan committee, contended that Michigan beet growers in an effort to keep wages down encouraged a surplus of labor to migrate to the fields each year, which caused a reduction in acreage per family.

"However, the wages paid by the growers vary in scale approaching the minimum established under the quota system, according to the supply of labor available for the intermittent work during the 6-months' period; it is, therefore, obviously to the advantage of the grower to encourage a surplus labor influx. As this is true, it is also a fact that the acreage allotted to individuals or family groups is reduced and thereby the income of the worker decreases." [24]

The Children's Bureau found that many families of beet workers failed to contract for the acreages which they were able to handle.

"* * * The problem of obtaining a large enough acreage of beets to provide a maximum amount of employment during the brief working periods was an immediate one to many families of beet laborers, particularly those in the Mountain States beet region. The desire of the farmers to have their work done within a brief period of time when it can be performed most advantageously has the effect of shortening the working season to the extent warranted by the labor supply. The great variation in the length of the working season among the families interviewed suggests that many did not have all the work they could have done if more had been available to them and time had been allowed for its performance." [25]

According to the testimony of a beet worker at the Michigan hearing on the wage rate determination for the 1940 crop, it was once possible for a single adult worker to handle from 15 to 20 acres a season. Farmers staggered their plantings so that beet workers went from one field to the next as the various operations became necessary. The present practice of seeding all fields at the same time makes it impossible for a laborer to work more than one place in one field. As a result, a worker can handle only 7 to 9 acres each season.[26] The secretary-treasurer of the Northern Sugar Beet Growers Association, who is a large grower of beets in Arinac County, testified at the same time, that there are "some cases where farmers plant too much at one time" instead of staggering their plantings.[27]

There was wide variation in the number of acres worked per full-time worker between the two sections of Michigan studied by the Children's Bureau in 1935. The average number of acres thinned was 8.5 in central Michigan and 12.6 in southern Michigan. For hoeing, the averages for these two regions were 9.0 and 12.5 per full-time worker; and for topping, 7.9 and 13.1 per full-time worker. More recently, the labor section of the sugar division has calculated the average acreage per worker for States of the eastern sugar beet areas, on the basis of a survey conducted in 1939.

Average number of acres per worker, 1939

State	Blocking and thinning	Hoeing	Topping
Michigan	8.9	9.1	9.1
Ohio	12.4	12.4	13.8
Indiana	11.3	11.3	11.5

---

[24] Hearings, pt. 5, op. cit., p. 1845.

[25] Johnson, op. cit., p. 55.

[26] Hearings on Wage Rates and Prices for the 1940 Sugar Beet Crop, before the Secretary of Agriculture, Detroit, Mich., January 31, 1940. Testimony of Albert Marka.

[27] Ibid., testimony of John R. Staebler, secretary-treasurer, Northern Sugar Beet Growers Association, Bay City, Mich.

Since there are few differences in the methods of cultivation and the growing conditions in the States of Michigan, Ohio, and Indiana (the wage determinations are made for these States and for Wisconsin as one section), the variations in the amount of acreages handled by the workers are undoubtedly due to company practice. The complaints of Michigan workers that they are able to tend larger acreages appear to be well founded. Professor Thaden reported to the Tolan committee that "Most families feel that they can take care of more acres and that if fewer beet workers came up from Texas they would have a larger acreage." [28]

In central Michigan, for the 1934 season, the median acreage thinned per family amounted to 29 acres; this decreased to 28 acres during 1935. In southern Michigan, on the other hand, the median acreage thinned per family increased from 28 to 36 acres.[29] The workers in southern Michigan had a collective agreement with the growers in 1935 and were able to exert some control over the number of workers hired. Their ability to tend the larger acreages was evidenced by the fact that they hired fewer extra help in 1935 than any of the nine areas surveyed. In central Michigan, in 1935, 33.9 percent of the beet laborers' families hired workers to help them in caring for their acreages. In southern Michigan on the other hand, where the acreages were much larger, only 7.1 percent of the contract families hired extra help.[30] It should also be noted that the necessity for hiring extra help reduces the earnings of the contract labor family.

The Colorado and Nebraska beet fields were visited in September 1936 by an investigator for the National Child Labor Committee, and the trends noted above with regard to the oversupply of labor and reduction in acreages handled were found to be very serious problems. To quote:

"There are at present a number of elements that make the situation for laborers worse than in the past. In the first place the number of laborers has reached the saturation point. There are more adult laborers than are needed to do the beet work. This is true in spite of the fact that the acreage in Colorado increased from 140,000 in 1935 to 174,000 in 1936, and in the Scottsbluff area of Nebraska from about 40,000 in 1935 to about 62,000 in 1936. One complaint frequently heard is that families are no longer able to get as large an acreage as they can handle—certainly not enough to carry them through the year.

"Another factor imposing hardship upon beet laborers arises from a change in the method of planting beets. The grower would plant one field, then wait a few days before planting another, and so on. Now the tendency is to plant the entire acreage as near one time as possible. Formerly the laborer family would have time to finish the respective hand work processes in one field before the next one was ready but now the entire acreage demands attention at once. The grower reserves the right to hire extra help to care for the crop at the time when needed, and charge the cost of the same to the contractor. So a family who may have a sizable acreage stands to lose a considerable portion of its supposed income by being forced to pay for extra help." [31]

An evil of the wage-payment system in sugar-beet work is the dependence of the contract laborer on credit during his stay in the beet fields. Laborers are recruited in late April and early May, and generally arrive at the sugar-beet farms several weeks before the hand work begins. Since most of the families are destitute or have only a limited amount of cash on hand, the sugar companies or farmers provide them with credit at local stores. As early as 1919, Miss Wolfson found sugar beet contract families living on credit. The Children's Bureau survey of 1920 found that "Practically two-thirds of the total number of families, 190, reported that they made their purchases entirely on credit. For about one-half of the laborers' families credit was established by the sugar companies; that is, the company vouched for their accounts up to a stated amount. This they did usually by paying the store bills, deducting the amount from the laborers' pay. It was customary, as has already been pointed out, for the company to pay the laborers by taking the farmer's note for an equal sum. Many of the workers expressed dissatisfaction with arrangements, saying that they were overcharged by the stores; that they did not know where they stood financially; and that they bought more than they should when they made a practice of buying on credit." [32]

The 1935 study found the same widespread use of the credit system in the sugar-beet fields that had prevailed 15 years previously. "In the Michigan localities visited it was customary for the sugar companies to make the payments to the laborers for summer work on assignment from the growers; and therefore store-credit arrangements for the laborers were usually made by the sugar company's field men rather than by the growers themselves. The field man would take the worker to the store, where he handed the worker his pay check, and in this way he assisted the storekeeper to collect what the beet worker owed him." [33]

---

[28] Hearings pt. 3 p. 1302.
[29] Johnson, op. cit., table 19, p. 59.
[30] Idid., appendix, table XI, p. 93.
[31] Charles E. Gibbons, the Beet Fields Revisited, the American Child, September 1936, vol. 18, No. 6, p. 3.
[32] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., pp. 113–114.

The Children's Bureau found in 1935 that payment for the harvesting work was frequently delayed in Michigan and other eastern sugar beet States, and that about one-fifth of the Michigan families had not been paid in full for their work on the 1935 crop at the time they were interviewed in December.[34] This method of payment still prevails in Michigan, the contract family receiving the wages for the blocking, thinning, and hoeing at the conclusion of this work, and for the pulling and topping in November or December. The holdback is still in force, but growers usually pay workers in full for their summer labor. Farmers will not receive their payments under the Sugar Act if workers have not been fully paid for their work.

In the past, the wage payment system worked a hardship on the labor force of the sugar beet industry, because bad fields could not be abandoned and new employment sought. The worker had to perform the operations contracted for, even though conditions beyond his control made the work more arduous and more exacting, or the holdback was forfeited.

The method of paying wages for sugar-beet work places a burden on the communities in which the beet workers reside. Elsewhere in this report are described the experiences of the Michigan State Relief Commission concerning sugar-beet workers who were in need of relief. Dr. Haber stated that the presence of large numbers of beet workers on the relief rolls of the State was due not only to low earnings but also to the fact that workers were not paid while they were working. At the same hearing Dr. Haber amplified this point.

"Two years ago the city welfare director of Lansing, which had 2,800 families on relief, cut automatically without question, rigidly, cut off every person who was offered a sugar-beet job, and people began to take the sugar-beet jobs, and to their great surprise they had to supplement their income, the income of the sugar-beet workers, at the end of the week or the end of the month.[35]

"* * * I think our commission would have taken a very different stand if we felt the sugar-beet workers were getting paid every week or every 2 weeks in United States money, and would not have to wait this long period of time.

"We said this: The chairman of our commission said to me 'as administrator if we say every worker must accept a job in the sugar-beet field, how many people do we cut off from relief?' I said, 'none, because they would stay on relief until they got their first grocery order,' and we don't want to object to the grocery order * * *." [36]

The commissioner of labor and industry, Daniel O'Connor, testifying at the same hearing with Dr. Haber, stated:

"* * * since I have been commissioner of labor and industry in Michigan, one of the serious problems is the collection of the wage for sugar-beet workers. The amounts do not ordinarily run as high as in some other industries, but the complaints are very, very frequent.

"A man will come in and claim he worked for some farmer out here and that he can't get his pay. He was to get so much an acre, and I believe that the men here in the sugar-beet industry will understand this better than I. We go along until June or July and there is a payment due, and he doesn't get his payment. Oftentimes he is paid in an order, and that order can be taken to someone to cash for him, or to a store to buy groceries, and so on, like that, and the complaint is that the smaller grocer will not accept the order in payment for groceries because the order reads that it is to be paid when the sugar is sold, something to that effect. I may not have this just right.

"Another thing is that the man will come in and make a complaint against some farmer that owes him for working in the beets. The farmer will say, 'Well, I haven't received my money from the sugar-beet company.' We then take it up with the sugar-beet company and they say, 'We have paid the farmer.' Now, it may be probable that they have paid the farmer and he needs that money for something else and spends that instead of paying the workmen.

"Again, in some cases these orders are cashed at a discount." [37]

---

[33] Johnson, op. cit., p. 70.

[34] Ibid., p. 69.

[35] Hearing with reference to proposed labor provisions to be included in beet-sugar benefit contracts under the A. A. A., op. cit., pp. 78–79.

[36] Ibid., p. 78.

[37] Ibid., pp. 160-161.

Some of the abuses associated with the withholding of wages and the failure to pay sugar-beet workers what is due them, have been eliminated through the machinery of the Sugar Act. Workers have received assistance in collecting wages due, and a strong compulsion is placed on the growers to see that these are paid in full.

The setting of a fair and adequate wage for sugar-beet workers is a complicated problem. An analysis of the considerations involved are set out below:

"A complex of factors must be considered in setting the rates: The prevailing market price of sugar beets, the general level of agricultural wages, the cost of living, the annual earnings of sugar-beet workers, and the relation between the price of sugar beets and wages in the past. Today the price which the sugar company agrees to pay the growers for beets sets a limit upon the wage which the grower can afford to pay the contract laborer. As a result the level of wages is controlled, for the most part, by the processors. For this reason beet laborers have asked that wage rates be agreed upon before the processors and the growers fix the price for the season's crop.[38] This request has received the endorsement of the Industrial Commission of Colorado which recommended, in the spring of 1937, 'that the price of beet field labor should be determined or given consideration prior to the time of the establishment of the price for the sale of sugar beets.' It suggested that 'the price of beet field labor should be one of the determining factors in the establishment of a price for the sale of beets.' [39]

"The further problem arises as to what weight should be given to the loss of earnings due to lack of off-season employment of agricultural beet workers in the determination of wage rates. It has been shown that a considerable number become public charges after the beet-growing season comes to a close. It is similarly clear that even if the beet workers' earnings were doubled in the great majority of cases, they would still fail to provide the minimum American standard of living.

"Any increase in wages, however, depends upon the rise in the income of the growers. It is significant that the growers at the public hearings have not attacked wages as being too high. They have pointed out, however, that wages have been out of line with their returns. While the growers' income is in large measure determined by the price of sugar, it is based also upon the share of the sugar dollar which they obtain. To mechanically increase the price of sugar without providing for a more equitable distribution of the proceeds would benefit the processor more than the grower. It would probably also penalize the consumer several times the amount which the grower would receive, unless the terms of the grower-processor contract were changed." [40]

HOURS OF WORK AND LENGTH OF WORKING SEASONS

Long hours of toil are customary in sugar beets, particularly during the thinning and topping seasons. The extremely long hours reflect "both the traditional 10-hour day for agricultural labor and the pressure on workers to perform a maximum amount of work within a brief seasonal period." [41] They also result from the worker's fear that he will be forced to hire help to finish the work on his contracted acreage, and thereby reduce his earnings.

In 1920, the Children's Bureau found that beet laborers' families had the following hours of work during the blocking and thinning season. "For the laborers' families work usually started at 6 a. m., though 5 or 5:30 was sometime given as the hour of beginning, and even 4 o'clock was reported. The laborers' families usually took the shortest possible time for meals, and worked until 6, 7, and sometimes 8 p. m., of later. Even when meal time is excluded these hours indicate a long working day." [42] Children of contract laborers worked incredibly long hours at blocking and thinning. The Bureau found only 9 out of a total of 361 laborers' children working less than 7 hours a day at thinning and blocking.[43] "Thus, Anna, the 11-year-old child of a Polish laborer, began her field work at 5 o'clock in the morning, leaving the field at 8 at night, with only 1 hour for dinner. The children of another Polish laborer, Helen, aged 14, Stevie, 12, and Julia, 10, worked from 4 a. m. until 8:30 p. m., with one-half hour for breakfast and one-half hour for dinner. Another example of a 14-hour day is found in the case of a Hungarian boy of 13 years, whose work in the beets had lasted 4 weeks.”[44] Working mothers also labored long hours each day at blocking and thinning. “Only 32 of the 232 working mothers in laborers' families worked less than 9 hours a day and 89, or more than one-third, worked 12 hours or more.”[45]

---

[38] "In the matter of hearing (sugar hearing 2) before the Secretary of Agriculture with respect to wage rates for persons employed in the production, cultivation, or harvesting of the 1937 sugar beet crop." Session held in Denver, Colo., October 14, 1937, pp. 60–62; and in Billings, Mont., October 25, 1937, pp. 197–201.

[39] Recommendations by the industrial commission of Colorado in the Matter of *Colorado Conference of Beet Field and Agricultural Workers' Unions, Employees*, v. *The Great Western Sugar Company and the Sugor Beet Growers of the State of Colorado, Employers*, May 7, 1937, p. 2.

[40] Protection of Sugar Beet Field Workers Under the Federal Sugar Control Acts of 1934 and 1937, by Samuel Liss, typewritten manuscript in the files of the Labor Division, Farm Security Administration.

[41] Johnson, op. cit., p. 31.

[42] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 90.

[43] Ibid., table XLIII, p. 91.

Laborers' children also worked for many hours each day during the hoeing season. Over four-fifths reported that they had averaged from 9 to 14 hours or more per day while hoeing.[46] A workday of from 10 to 12 hours during the hoeing was most commonly reported by the working wives of contract laborers.[47]

The daily hours of work of sugar-beet laborers do not show any appreciable decline over the past 20 years. In 1934, Abbott reported that working days of 12 hours in blocking and thinning were not uncommon, and that 9 to 10 hours per day was the average in pulling and topping.[48] The Children's Bureau 1935 survey found that working hours were at least 12 a day for half of the fathers of the families at thinning time and at least 11 hours a day for half of them at topping time.[49] The usual daily hours worked at each process by the father of the contract labor family are set forth in table 6. These data are not available for the State of Michigan, but it may be assumed that hours of beet laborers in that State were similarly distributed.

TABLE 6.—*Usual daily hours worked at each process by father of family, 1935*

Usual daily hours worked [1]	Father of family working at—					
	Thinning		Hoeing		Topping	
	Number	Percent distribution	Number	Percent distribution	Number	Percent distribution
Total	946		946		946	
Hours reported	799	100.0	696	100.0	512	100.0
Less than 8 hours	12	1.5	38	5.5	12	2.3
8 hours	23	2.9	83	11.9	24	4.7
9 hours	44	5.5	102	14.7	47	9.2
10 hours	150	18.8	210	30.2	127	24.8
11 hours	145	18.2	111	15.9	139	27.2
12 hours	196	24.5	94	13.5	82	16.0
13 hours	121	15.1	30	4.3	33	6.4
14 hours	77	9.6	16	2.3	29	5.7
15 hours	31	3.9	12	1.7	19	3.7
Hours not reported	19		19		293	
Father did not work at process	83		186		96	
No father in family	45		45		45	

[1] Hours are reported to the nearest whole number.

Source: Johnson, op. cit.

An unpublished report of the Children's Bureau, based on a survey conducted in the autumn of 1939 in Michigan and Ohio,[50] found: “The median hours reported for blocking and thinning was 10.8 for both children and adults; for hoeing it was 10.5 for both groups of workers; and for pulling and topping it was 9.3 for the children as compared with 10 for the adults.”[51] A canvass made by the Sugar Division of the Agricultural Adjustment Administration during the same year reported that the hours of work for beet laborers in Michigan were:

---

[44] Ibid., p. 88.
[45] Ibid., p. 109.
[46] Ibid., pp. 92-3.
[47] Ibid., p. 110.
[48] Abbott, op. cit., p. 4.
[49] Johnson, Monthly Labor Review, op. cit., p. 332.
[50] See Appendix.
[51] United States Children's Bureau, Employment of Children in the Sugar Beet Fields Under the Sugar Act, unpublished manuscript.

Process:	Average hours (per day)
Thinning	11.0
First hoeing	10.2
Second hoeing	10.0
Topping	[1] 9.8

[1] Sugar Division.

The shorter hours noted during topping in all of the studies cited are attributable to the shorter days to be found during October and November when the topping season is in progress, and in no way reflect decreased pressure to complete the work.

The length of time actually spent in the fields during the 6- or 7-month period of employment in beets, depends mainly upon the contracted acreage. The pressure on beet workers to finish the hand operations as quickly as possible tends to shorten the number of days spent in working an acre. The combination of these factors must be considered in an evaluation of the working conditions of sugar-beet laborers. The results are long hours and comparatively few days of intensive labor. Frequently the condition of the fields are such as to make the lot of the overworked beet laborer even more difficult and trying. Thus, the length of time spent at hoeing does not depend on acreage alone, but upon how well the farmer has cultivated his fields. The investigators of the Children's Bureau reported that "numerous complaints were made by the families regarding the poor cultivating that was done, and it was said that the hoeing had been particularly hard that season [1920] on most of the farms because the weeds had been so bad." [52] Workers have frequently complained about the difficulties involved in working in rocky fields, and, in many instances, they have been compelled to clear such fields with no extra compensation.[53]

In 1920, when the acreages worked by families, and presumably, by individual workers, were larger than they are at the present, the Children's Bureau found that more than half of the contract laborers' families reporting their acreages had contracted for at least 25 acres. Four-fifths of their children had worked 4 or more weeks at blocking, thinning, and hoeing, and three-fifths had spent from 6 to 13 weeks at this work.[54] One Polish family, in which there were three working children under 15 years of age, reported that all of its members had spent 9 weeks at blocking, thinning, and hoeing their acreage.[55] The 7-year-old child of a Mexican laborer had worked more than 8 weeks for 11½ hours each day.[56] The families estimated that the working capacities of children were about one-quarter of an acre a day in thinning and blocking, one-half an acre a day in thinning alone, and one-half an acre a day in hoeing.[57] The majority of laborers' wives had worked at these processes from 8 to 9 weeks during 1920.[58]

In 1935, the Children's Bureau found wide variation in the number of days worked by beet-field laborers. In the eastern areas surveyed, which included two areas in Michigan and one in Minnesota, the median number of working days of the fathers or heads of contract families was 68; 10 percent of the fathers had worked 95 days or longer.[59] A distribution of the total days worked in the beet fields by the fathers of families follows:

---

[52] Child Labor and the Work of Mothers, etc., pp. 93–94.
[53] Wolfson, *op. cit.*
[54] Ibid., p. 87.
[55] Ibid., p. 88.
[56] Ibid., p. 89.
[57] Ibid., p. 95.
[58] Ibid., pp. 109–110.
[59] Johnson, op. cit., p. 56.

TABLE 7.—*Total days worked in beet fields by fathers of families in 3 eastern areas and in 3 Mountain States areas, 1935*

Total days worked by fathers in 1935 season	Families working in beet fields					
	6 areas		3 eastern areas		3 Mountain State areas [1]	
	Number	Percent distribution	Number	Percent distribution	Number	Percent distribution
Total	530	----------	232	----------	298	----------
Days worked reported	405	100.0	195	100.0	210	100.0
Less than 20	28	6.9	7	3.6	21	10.0
20, less than 30	31	7.7	7	3.6	24	11.4
30, less than 40	40	9.9	14	7.2	26	12.4
40, less than 50	67	16.5	22	11.3	45	21.4
50, less than 60	60	14.8	19	9.7	41	19.5
60, less than 70	72	17.8	38	19.4	34	16.2
70, less than 80	41	10.1	30	15.4	11	5.2
80, less than 90	36	8.9	30	15.4	6	2.9
90 or more	30	7.4	28	14.4	2	1.0
Days worked not reported	[2] 125	----------	37	----------	88	----------

[1] Includes northern Wyoming, southern Montana, and Sidney, Montana.

[2] Includes 62 families in which there was no male head or in which the male head of the family did not work at beets, and 63 families visited before the harvest work was completed or for whom the information was not reported.

Source: Johnson, op. cit., p. 89.

TABLE 8.—*Days worked in beet fields by fathers of families in three eastern areas and seven mountain States areas, 1935*

Area and process	Families reporting days father worked at process	50 percent of the fathers worked less than—	90 percent of the fathers worked less than—
		Days	*Days*
Thinning:			
All areas	797	21	32
3 eastern areas	189	24	37
7 Mountain States areas	608	19	29
Hoeing:			
All areas	687	13	26
3 eastern areas	185	18	34
7 Moutain States areas	502	11	23
Topping: [1]			
6 areas	394	22	35
3 eastern areas	185	25	40
3 Mountain States areas [1]	209	21	28
All processes performed:			
6 areas [1]	405	56	88
3 eastern areas	195	68	95
3 Mountain States areas [1]	210	48	69

[1] Exclusive of the three areas in Colorado and western Nebraska, visited before families had completed the harvest work.

Source: Johnson, op. cit., p. 56.

The Sugar Division found the average number of days of work per laborer in families which performed all the hand operations in Michigan during the summer of 1939 to be: Thinning, 22 days; first and second hoeings, 16 days; and topping, 24 days.

CHILD LABOR IN THE SUGAR-BEET FIELDS OF MICHIGAN

It has already been indicated that the sugar-beet industry of Michigan, since its inception, has been characterized by the widespread use of child labor. This has been a direct consequence of the family contract system. However, children have been hired by farmers and sugar companies apart from the family group.

During the early years of the industry in Michigan, gangs of boys and girls living in the locality were employed on a daily basis; they were brought or came to the fields each morning and returned to their homes each night. Later, as the industry developed, groups of children were brought in from cities and towns, and stayed in the fields during the duration of their employment. This became a regular migratory movement. As the family system of labor developed, the recruitment of solo workers, child or adult, diminished, and, in time, child labor apart from the family group disappeared. It has reappeared at times, as, for example, during the sugar-beet labor scarcity in 1920. It was reported that, "Inability to secure labor led in some places to the formation of crews of day workers, usually boys, but occasionally girls, from 10 to 16 years of age or over. The children generally lived in the towns where the factories were located and were taken out by the sugar-company agent to the fields each day." [60]

The early encouragement of child labor in sugar beets reflected the general attitude toward child labor at the time. As the enlightened American public began to understand the evils inherent in such a system of labor, the opposition to child labor increased and began to make itself felt. One of the first studies of the employment of children in the sugar-beet industry was that made by Theresa Wolfson in Michigan in 1919. This was done under the auspices of the National Child Labor Committee and appeared in its official publication. In 1920, the United States Children's Bureau conducted a comprehensive survey in Michigan and in Colorado. In 1922 the National Child Labor Committee again visited the beet fields of Michigan and published a report on its findings. From that time on, many investigators of private and public agencies, social workers, magazine writers, etc., have made investigations and published reports on child labor in the sugar-beet industry throughout the United States.

The economic status of sugar-beet families, the attitude of the community into which they migrate, their inferior social status, and the fact that they have been traditionally of foreign extraction, all combine to place their children in a disadvantaged position. Many communities have not cared whether or not the children of beet laborers attended school, and have made no pretense of enforcing the school attendance laws with regard to them. Parents of sugar-beet families are frequently of foreign birth, are illiterate, and do not even speak English. Mexican sugar-beet workers are isolated socially from other groups in the community, their children are not permitted to become assimilated into the American culture in the traditional fashion. That these children customarily are referred to as "Mexicans," although they are practically all American born, indicates their general isolation as a group.[61]

Beet work is essentially a "stoop" job. A description of the operations performed and of the physical conditions under which they are executed, will suggest the dangerous effects of such work on the bodies of children and young adolescents. Blocking and thinning, performed during the months of May and June, are necessary because the sugar beet is produced by a multiple seed planted in continuous rows. Blocking consists of chopping out plants in a row so that bunches of plants are left at intervals of 10 or 12 inches. This is done with a short-handled hoe, and necessitates some stooping. The thinning, which immediately follows, consists of removing all but one plant from the bunches, and is performed entirely by hand. Workers crawl along the rows on hands and knees, or work in a stooping position. This operation is exceedingly laborious and is performed at great speed since the work must be finished before the plants grow too large. The drive to complete these operations in as short a time as possible makes for great haste and long hours each day. "An added trying and doubtless injurious aspect of this work comes from breathing the dust raised from the soil in the process. The thinning work, which is carried on in late spring, is done under a hot sun that is very trying to many workers.[62] If the season is a rainy one, the work is even more unpleasant, since it must be done in muddy fields.

The hoeing process, performed during late June and July, is not done under the same pressure, but may have to be repeated two or three times during the season. Hoeing keeps the soil loose and free from weeds and is done with a long-handled hoe. It does not require stooping or crawling as does bunching and thinning, but calls for more physical strength. The daily hours of work are shorter, and the hoeing is done with less speed than any of the other hand operations performed by beet laborers.

---

[60] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit., p. 81.

[61] See Johnson, op. cit., Wolfson, op. cit., Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, op. cit.

[62] Johnson, op. cit., pp. 29-30.

Harvest operations, which consist of pulling and topping the beets, call for the most strength and endurance on the part of the worker. The beets are first loosened from the ground by the farmer or hired man who runs a machine known as a lifter through the fields. Workers then pull the beets from the ground, knock them together to remove the dirt and throw them in piles or windrows. The pulling operation requires a stooping or bending position and is physically tiring since the beets weigh from 1 to 3 pounds. Topping is the process of removing the bunch of leaves from the top of the beet, and requires considerable skill. The worker is equipped with a sharp-bladed knife weighing nearly 1 pound. The beet is grasped with the left hand, and is topped with a single stroke of the topping knife, which is held in the right hand. The combined weight of the knife and the beet, the continual rapid stooping and lifting, and the speed with which the operation must be performed make topping an exceedingly arduous task. It is dangerous work, as well. Cuts on hands, legs, and knees, and even loss of fingers are sometimes suffered from topping work.

Workers may also experience great physical discomfort during the harvesting season. Sugar-beet cultivation requires that the beets be left in the ground as long as possible during the growing season, and the harvest work in Michigan is frequently performed during cold and freezing weather and even with the ground covered with snow. Beets then have to be pulled from cold, stiff earth, or are covered with frost which makes them difficult to handle. Besides the unpleasantness surrounding the work in such weather, the possibility of accidents with the topping knife, increases, for workers' hands become cold and raw. These operations must be performed with all possible haste because the beets cannot be pulled from frozen ground. The hours of work are as long as is possible during the short autumn days.

The physical effects of beet work on children are exceedingly harmful. In the autumn of 1920, the Children's Bureau conducted examinations of approximately 1,000 childern in families employed in the beet fields of Colorado. A high percentage of orthopedic defects were noted among the children: 676 cases of winged scapulae were found, representing 66.1 percent of those examined; "hence 2 children in 3 were taxing the muscles of an undeveloped shoulder girdle in this period of their growth. . . . This high percentage of winged scapulae suggests that the steady stooping in the kneeling and crouching position which blocking and thinning necessitate and the intermittent stooping to handle and lift the very considerable weights involved in the harvest has an effect on the outline and posture of the growing child's body." In this deformity "the back is high and bowed over, the chest is dragged downward, and free action in breathing is interfered with." [63] Many cases of flat-foot were also found. The existence of left flat foot only, in some of the children was attributed to the fact that children topping beets support the weight of the body on the left foot and raise the right knee. The Children's Bureau found that these defects occurred more frequently among these beet-working children, than they did among groups of non-beet-working children who had been studied elsewhere.[64]

Absence from school and retardation have been the rule among migratory beet workers' children. This has likewise been the case with the children of resident beet-working families, whether tenant or laborer. Many localities have "beet vacations" during the harvest season, when the entire school is closed down for a period of several weeks. This serves to diminish the effect of nonattendance on the beet-working children, as compared to others, but tends to shorten the school term. The most serious consequences of nonattendance have been felt most among the children of migratory families. Leaving for the fields in late April or early May forces the withdrawal of the children during the spring term. When the families return to their winter homes in November or December, the winter session has already been under way for 2 to 3 months. Thus, even when their labor is not utilized in the beet fields, and even when under the most ideal circumstances, the children are immediately put into school, the constant change of schools results in retardation. When children are used in the beet work, families may not register them in schools at all. In cases where they are registered, nonattendance to help in the fields frequently occurs.

A combination of factors tends to make the attendance of children of migratory beet laborers irregular—indifference on the part of the school authorities, refusal of parents to send children to school, difficulty in enforcing the school attendance laws, and failure to acquaint parents with their obligations to send children to school. This would be the case not only in the beet areas where families spend from 6 to 7 months each year, but also at their winter homes.

---

[63] Child Labor and the Work of Mothers, etc., op. cit., p. 76.

[64] Ibid., p. 77.

BEET WORKERS AND FEDERAL LEGISLATION

The wages and earnings of beet workers declined so seriously during the depression that many of these families became public relief charges. Their incomes had to be supplemented by relief, not only during the winter months, but also during the beet seasons. Conditions in Michigan have been described elsewhere in this report, but the situation was Nation-wide and not confined to this particular State. In 1933 Federal agencies took steps to alleviate it.

A proposed marketing agreement for the sugar industry under the Agricultural Adjustment Administration contained a provision directly related to beet field workers. This provided that beet producers pay field laborers a commensurate rate per acre, depending upon the price received for beets, and that the rate be irrespective of the time of payment or the system of determining payment. At a hearing on the proposed sugar marketing agreement, Katharine Lenroot, then Assistant Chief of the United States Children's Bureau, stated that:

"Information obtained by the Children's Bureau regarding living conditions, earnings, and child labor in the families of beet workers in Colorado indicates the need for prohibiting the work of young children in the beet fields, limiting the hours of work of older children, and providing for an equitable contract that will enable the laborer and his family to have some assurance as to the amount of remuneration, to arrange credit, and to receive pay at intervals following the completion of sertain processes." [65]

Miss Lenroot presented a statement covering the living and working conditions of contract laborers. At the same hearing, Charles E. Gibbons, representing the National Child Labor Committee, asked that the provision concerning payment be retained in the sugar-stabilization agreement "with the proviso that it be so interpreted as not to perpetuate the postponement of pay for labor until the year after it is performed." [66] He put into the record a statement covering the conditions of beet workers, which was based on a field study conducted by the National Child Labor Committee during June and July of 1933. A beet worker also testified at this hearing and asked that something be done to alleviate the bad conditions of work and living of beet-field laborers.[67]

Miss Lenroot and a representative of the National Child Labor Committee, at a hearing on the subject of a code of fair competition for the beet-sugar industry, requested some consideration for the problems of the agricultural workers attached to this industry. The sugar-processing companies disclaimed any responsibility for the working conditions of beet-field laborers. One of their representatives stated at the hearing, "We have no right to say to the farmer who he can employ any more than we can tell him the plan under which he can irrigate or harvest his crop." In answering the industry's contention that field workers could not be classified as part of its labor force, both Miss Lenroot and the National Child Labor Committee representative declared that beet work was an industrial form of employment of agricultural labor. The beet-sugar companies also turned down a proposal that they embody some form of disapproval of child labor in their contracts with beet growers. The National Child Labor Committee asked for a minimum wage of from $23 to $28 an acre, as well as action on the child-labor problem.[68]

As a result of the attention called to the problem of the living and working conditions of sugar-beet contract workers during these hearings, the President authorized the Secretary of Labor to appoint a committee for "the immediate formulation of a plan which will place the labor policies of sugar-beet production on a reasonable and equitable basis." This Committee, which became known as the Committee on Labor Conditions in the Growing of Sugar Beets, was composed of one representative from each of the following: The Federal Emergency Relief Administration, the National Industrial Recovery Administration, the Department of Labor, and the Department of Justice; and two representatives from the Department of Agriculture. It appointed W. Lewis Abbott to prepare a detailed study of conditions in the sugar-beet fields. The Committee made a general report which was signed by five of its members, the sixth being out of the city and unable to see or sign it. The general report of the Committee and Abbott's special report were transmitted to the President late in March 1934.

---

[65] Hearing on proposed sugar marketing agreement, Agricultural Adjustment Administration before the Secretary of Agriculture, August 10 and 11, 1933, p. 418.

[66] Ibid., p. 445.

[67] Ibid., testimony of Leo Rodriguez, pp. 441–444.

[68] Hearing on clause relating to hours of labor, rates of pay, etc., to be made a part of basic code of fair competition in sugar-beet refining industry, op. cit.

In a memorandum to the Secretary of Labor, the President said, "I have been much interested in this excellent report. I think that labor and agriculture should see to it that it is followed up during the coming beet-sugar season."[69] The summary of Abbott's report follows:

"The average wages of hand workers in sugar beets were $13.87 per acre during the summer of 1933, with some receiving as low as $8. In Colorado the average rate was $12.37, equivalent to an income of about $78 per worker, or $312 per family. Only one-third are able to add to this income from other sources.

"Employment of children under 16 and as young as 10 or 11 for long hours a day is common in beet work.

"Many of these families are dependent upon relief from Federal Emergency Relief Administration, or other sources during the winter. Reports from the former show that in 15 counties heard from, 748 families of beet workers had applied for relief up to February 15.

"To be self-supporting at a subsistence level, it is estimated that these workers should have an income of at least $600 per year per family. This would amount to $21.50 per acre, allowing for an income of $75 from sources other than beet work.

"Wages have decreased more than prices. The average rate is 72.7 percent of the rate paid during the base period of the Agricultural Adjustment Act, August 1909 to July 1914. It amounts to 66.7 percent of the purchasing power of the wages of that period. A rate of $21.50 would give the worker 102.1 percent of his purchasing power of the base period. Exact parity at the average price level of 1933, would be given by a wage of $20.80 per acre.

"Wages have decreased more in proportion than the gross income from beets. In 1933, they were 23 percent of the grower's returns as against an average of 33 percent during the base period. In the base period, the grower received an average price of $5.58 per ton for beets, and paid $19.08 per acre wages. In 1933, he received $5.32 per ton, and paid $13.87 for wages.

"Net profits from the growing of beets have also declined, however. A study of a few growers shows profits of $10.83 per acre in 1933 as against an average of $19.35 over a period of years preceding. An increase of wages to $21.50 per acre would leave them a margin of about $3.20 per acre. Since these are average, many of the growers whose expenses exceed the average would make no profits with this rate of wages.

"If sugar is made a basic commodity the payment of wages of $20 to $21.50 per acre would still leave the average grower with a larger net profit, and with a larger cash return, than he had in 1933, even with a restriction of acreage of 17 percent."

In considering the "possible ways of securing an improvement in the compensation and working conditions through the various agencies now operating," the Committee found that: "It did not seem possible to apply to these workers the provisions of a code under the National Industrial Recovery Act, because they are engaged in an agricultural rather than an industrial pursuit." [70] The proposals of the Committee and its reasons for formulating them are quoted in full below:

"In considering the situation of these workers the Committee recognized the desirability of taking some action to eliminate child labor and to improve the rates of compensation, but it was also faced with the fact that the farmers by whom these workers are employed are also suffering grave economic difficulties.

"The Committee considered possible ways of securing an improvement in the compensation and working conditions through the various agencies now operating. It did not seem possible to apply to these workers the provisions of a code under the National Industrial Recovery Act, because they are engaged in an agricultural rather than an industrial pursuit.

"Higher compensation would result either in higher costs for the growers or for the processors. If the expenses of the growers were raised by an increase in the compensation of the contract workers, it seemed necessary to increase their incomes in some way. This led to the consideration of the possibility of meeting an increase in contract rates through an increase in the tariff on sugar. Such a plan seemed undesirable in view of the reports of the Tariff Commission of 1924 and 1934 recommending lower duties on sugar and the present policies of the Administration, which contemplate a decrease rather than an increase in the tariff on this article. The proposed reduction in the tariff and the proposed change in the Agricultural Adjustment Act will have an effect on processors that cannot now be estimated. In view of this lack of certainty it seemed unwise to place the full burden of the improvement of labor conditions upon the processors.

---

[69] Cited in a letter from the Secretary of Labor, transmitting the reports to the Secretary of Agriculture, dated Apr. 25, 1934, the National Archives, general correspondence, Agricultural Adjustment Administration.

[70] Report of the Committee on Labor Conditions in the Growing of Sugar Beets, The National Archives general correspondence, Agricultural Adjustment Administration.

"The proposals of the President in his message to the Congress, of February 8, 1934, seemed to the Committee the best means of securing the necessary increase of income to the farmers to make possible the payment of higher compensation to the beet workers, and these means can also be used for the elimination of child labor. These proposals, it will be recalled, included the making of sugar a basic commodity and the establishment of a quota system to restrict the production of sugar in the various areas from which the United States draws its supply. This would be accompanied by the levying of a processing tax upon sugar, the lowering of the tariff by the amount of the processing tax, and the payment of a benefit to the beet grower in return for a restriction of acreage planted in beets.

"If the latter proposal is embodied in law it will make possible the control of the situation revealed by the investigation of this Committee. The payment of benefits to beet growers in return for restriction of acreage could be made dependent upon their signing a contract with the Secretary of Agriculture whereby they agreed to pay an established minimum compensation for beet workers per acre and to prevent the employment of children in the cultivation of beets.

"The drafts of the bill, S. 2732 introduced by Senator Costigan in the Senate on February 6 (calendar day February 12) and H. R. 7907 introduced by Congressman Jones in the House on February 12 (calendar day February 12), contain a provision which would give to the Secretary this power, in the following terms:

" '(F) In order to more fully effectuate the declared policy of the Agricultural Adjustment Act, as set forth in its "Declaration of Policy" and to insure the equitable division, between producers and (or) growers and the processors of sugar beets or sugarcane, of any of the proceeds which may be derived from the processing and (or) marketing of such sugar beets or sugarcane and the products and byproducts thereof, all agreements authorized by this Act may contain provisions (1) with respect to the terms which contracts between processors and producers and (or) growers may contain, and (or) (2) which will eliminate child labor among, and will fix a minimum of wages for, agricultural workers employed by, or under the control of, processors and (or) producers who are parties to such agreements, and the Secretary, upon request of any producer or grower, or of any producers' or growers' association, or of any processor, of sugar beets or sugarcane, is hereby authorized to adjudicate any dispute as to any of the terms under which such sugar beets or sugarcane are grown, or are to be grown, and (or) marketed, and the products and (or) byproducts thereof are to be marketed. The decision and any determination of the Secretary shall be final, if in accordance with law.'

"The inclusion of a paragraph substantially in this form in the final draft of the bill seems to this Committee essential to the improvement of the working conditions of the industry through the benefit payment plan, for it appears doubtful under the Agricultural Adjustment Act as presently drawn that the Secretary would have the needed powers.

"There appears to be no scarcity of labor available for work in the beet fields. Therefore the elimination of child labor would probably not result in any shortage of labor. It is more likely that its elimination will make possible the continued employment of adults who might otherwise be unable to secure work as a result of the restriction of acreage in beets.

"The Committee is informed that this suggestion of a benefit payment of a sufficient amount to enable the grower to augment the wages of the workers would not require the imposition of a burden upon the Treasury of the United States.

"The study of the Committee and information received from the sources stated indicate that at least $20 should be the minimum rate of wages per acre, in addition to housing.

"The Committee recommends:

"(1) That the policy of declaring sugar a basic agricultural commodity and the application thereto of the powers of the Agricultural Adjustment Administration should be carried forward, as a means of securing for the growers of sugar beets and for the contract workers an adequate return.

"(2) That the act declaring sugar a basic commodity should include a clause which will empower the Secretary of Agriculture to require that agreements authorized by the act may contain provisions eliminating child labor and ensuring adequate compensation for the workers.

"(3) That pursuant to this provision the Secretary of Agriculture should incorporate in the benefit contracts a condition providing for the payment during the current season of compensation of at least $20 per acre to the contract workers, in addition to housing or its equivalent.

"(4) That pursuant to this provision the Secretary of Agriculture should incorporate in the benefit contracts a condition forbidding the employment of children under 16, other than those of the families of the growers themselves.

"Such a program, it is believed by the committee, will receive the cooperation of the growers and processors."

The President signed the Jones-Costigan Act on May 9, 1934. Its labor provisions marked the first effort on the part of the United States Government to set labor standards for any group of agricultural workers. The Jones-Costigan Act amended the Agricultural Adjustment Act of 1933 by adding sugar to the list of basic commodities. Its purpose was to stop the tariff stimulated production of raw sugar in this country, and the sharp decline in the price of sugar. It provided a means of limiting sugar marketings under a quota system and of adjusting production of sugar beets and sugarcane in the producing areas. In general, the act provided for:

(1) Adjusting available supplies for marketing to consumption requirements by establishing of quotas.

(2) Adjustment of production in the various producing areas to bring sugar within the limits of the quotas.

(3) Financing this adjustment through a processing tax on sugar.

The recommendations of the Committee on Labor Conditions in the Growing of Sugar Beets formed the basis of the labor provisions of the Jones-Costigan amendment, which are set out below:

"(3) In order more fully to effectuate the declared policy of this Act, as set forth in its declaration of policy, and to insure the equitable division between producers and/or growers and/or the processors of sugar beets or sugarcane of any of the proceeds which may be derived from the growing, processing, and/or marketing of such sugar beets or sugarcane, and the processing and/or marketing of the products and byproducts thereof, all agreements authorized by this Act relating to sugar beets, sugarcane, or the products thereof may contain provisions which will limit or regulate child labor, and will fix minimum wages for workers or growers employed by the producers and/or processors of sugar beets and/or sugarcane who are parties to such agreements; and the Secretary, upon the request of any producer, or grower, or worker, or of any association of producers, or growers, or workers, or of any processor, of sugar beets or sugarcane, is hereby authorized to adjudicate any dispute as to any of the terms under which sugar beets or sugarcane are grown or are to be grown and/or marketed, and the sugar and byproducts thereof are to be marketed. The decision and any determination of the Secretary shall be final."

The provision concerning child labor and minimum wages was simply an enabling one. It permitted the Secretary of Agriculture to add provisions limiting child labor and setting minimum wages to the adjustment contracts. In accordance with the law, the sugar-beet and sugarcane production adjustment contracts prohibited the employment of children under 14 years of age and limited the employment of children of 14 and 15 years of age to 8 hours a day. Minimum wages were set for certain areas in Colorado, Nebraska, Wyoming, and Montana. A procedure was set up for settling disputed wage claims which had to be taken care of before adjustment payments were made to producers. No minimum wage order was issued for Michigan for either the 1934 or 1935 crop.

The Agricultural Adjustment Administration conducted hearings with reference to proposed labor provisions to be included in beet-sugar benefit contracts in various regions. During the hearings held in Michigan in September 1934, the majority of the growers and their representatives who testified voiced no opposition to the inclusion of a minimum wage in the production-adjustment contract. There was almost universal opposition among Michigan growers, however, to the prohibition of child labor. The arguments opposing the prohibition of child labor are presented below in the form of testimony of sugar-beet farmers at the hearing:[71]

---

[71] Hearings with reference to proposed labor provisions to be included in beet-sugar benefit contracts under the Agricultural Adjustment Administration, op. cit. Hearings were also held in Colorado.

OTTO MONTEI, CARO GROWERS ASSOCIATION

"Well, as concerns this child labor, I don't know. Personally, myself, I think we should have child labor, not too young, probably, but I think in our locality that there hasn't been one child working in the field who hurt themselves, or also to hurt them as having an education as good as anybody could expect. And I don't see hardly how we could get along without our child labor as it is. Possibly we could, but it is going to bring very much hardship on quite a few of the beet laborers which we have."

* * * * * * *

Presiding Officer HAM. Excuse me. You are arguing that it would be a great disadvantage to the beet laborer not to be able to use his family?

Mr. MONTEI. Yes.

Presiding Officer HAM. You are not arguing that there would be any particular disadvantage to the grower not to be able to use the labor of children?

Mr. MONTEI. Yes, it will be both, both to the grower and also to the family.

Presiding Officer HAM. But would the costs be greater, the labor costs?

Mr. MONTEI. It certainly would. Our labor costs would be a great deal more, I should think, yes, sir.

Presiding Officer HAM. You don't take the position that some have, that if you could get them you would rather have adults as laborers and no children?

Mr. MONTEI. Personally, myself, take a youngster from 10 years old, why, I would just as soon have him as an adult, and really better. * * *

* * * * * * *

Mr. FOLSOM. But you, as a grower, would there be any greater expense to you by reason of having to hire all adult labor?

Mr. MONTEI. I am afraid it would, because I am afraid he couldn't work that for that $15 an acre, so I would have to pay probably $18 or $20 an acre for adults to do all the work.

E. W. IRWIN, BAY CITY GROWERS

"The families are hired, the man of the house, the head of the family, is hired to do this job, and he may have some minor children that can help him, and I think he has got a right to employ them and to help him make a living.

"I have raised beets for over 30 years, and I have employed families to do the work, and I have never seen a child yet that was abused or hurt in working in sugar beets.

"Some of the families—some of the farmers that raise sugar beets employ their own children, and have them help them. He don't employ them no more than the man who contracts to take care of the beets employs his children. He simply has them help him to do that job in order to make a living, and it makes a lot of difference whether a man—whether you employ children—child labor, so-called—or whether the beet laborer employs his own children. They don't really employ them. They have them help them. And it makes an income which they wouldn't be able to make any other way.

"Raise them right. As the gentlemen said, it sometimes does not hurt them to work. They are better off working at something like that than getting into mischief. They talk about children 6 years old. I never seen a child working in the fields that is that age. They go out and play around, piling the beets, the children will throw the beets up together, and at the same time they are playing, is really what they are doing. I noticed that yesterday, a little girl and a little boy, one 6 and one about 8. They were out there and they were picking the beets up, and they were helping their family do that work. And at the same time they were really not working; they were playing doing that. It wouldn't hurt them to do any more than to go out and play horse or something like that, as they might call it. And the children 10 or 12 years old, some of them will help their fathers throw them together, and maybe a few of them top them, but they work as they feel like it. If they do not feel like it, they don't. I have never had a family yet can ever say they compelled them to work any harder than they actually felt like it."

C. E. ACKERMAN, DURAND, MICH.

Mr. FOLSOM. * * * Are you in the habit of working or employing children from other families, that fall under the age of 14 or 12 years?

Mr. ACKERMAN. No; excepting in case of rare instances probably in the past year, like picking potatoes, something like that, a day or two at a time.

Mr. FOLSOM. But you do not employ them in sugar beets?

Mr. ACKERMAN. No; I wouldn't want to make a contract with a child. The contracts are all made with the parents.

Mr. FOLSOM. And their parents alone do the work in the beet fields?

Mr. ACKERMAN. No, generally they—if they have a family, why, they bring on the children and they do a part of the work.

Mr. FOLSOM. Regardless as to what the range of age may be?

Mr. ACKERMAN. Yes.

Mr. FOLSOM. Eight or Six?

Mr. ACKERMAN. Yes.

Mr. FOLSOM. Do you feel that a child at the age of 6 can turn out as big a day's work as a grown man?

Mr. ACKERMAN. Oh, no, no. He can't turn out good work.

Mr. FOLSOM. And what hours do the children in the beet fields labor, a 10- or 12-hour day?

Mr. ACKERMAN. Well, yes.

Mr. FOLSOM. They do?

Mr. ACKERMAN. They get out early in the morning, and they work, say, until—they work under their own conditions, sometimes the labor conditions vary, depending upon the labor or the country from which they come. The beet workers generally come out early in the morning, and they will work, say, until 9 o'clock, and then they generally have a lunch. They may take a rest of an hour or 2 hours and go back to work again and work until noon. During the last summer, this summer it has been so hot that they tried to get out early in the morning, do the work, lay around in the middle of the day, probably 3 or 4 hours, but if the weather is cool, they try to put in a full days' work.

Mr. FOLSOM. I believe, Mr. Ackerman, that you referred a moment ago to the economic conditions which, as they are now, are there not a sufficient number of unemployed able-bodied men available at this time that it would not be necessary for you to employ the services of children, 6, 8, or 10 years old?

Mr. ACKERMAN. Oh, I think there is plenty. I think that is the answer to it.

Mr. FOLSOM. Do you pay these children on a basis of charity, I mean, do you give them as much money for their services as you do the able-bodied men?

Mr. ACKERMAN. No, I don't think so.

* * * * * * *

Mr. SIMPSON. Do you believe, then, that the child labor, without the child labor would be increased to the grower?

Mr. ACKERMAN. Under ordinary conditions, yes, but under extreme unemployment, that would not be so marked.

* * * * * * *

"Now, personally, I think we would get better work done in the beet fields if we did not employ any child labor. But, on the other hand, I object to that clause being incorporated on the ground of the old constitutional right that a child has the right to work for a parent, under the supervision of his parents."

JOSEPH SCHUELLER, PRESIDENT, MOUNT PLEASANT BEET GROWERS ASSOCIATION [72]

"We believe that it would be better for these children to be helping their parents in the beet fields than to be spending their time doing nothing and learning nothing. Very often fathers with very large families work in the beet fields, and the children actually earn more and are capable of doing more work than their elders. Any children from 8 to 12 are able to thin beets, and thereby help their fathers to maintain and support the family, which otherwise he could not do.

"The school laws of the State of Michigan provide that children of school age should be in school when it is in session. Having been a school director for 18 years in a beet-raising district, I find that we have very little delinquency in our schools among the children of beet workers. When school starts we insist on them going to school, especially those who have not yet finished the eighth grade and are below the age of 14. In many localities school authorities declare a beet harvest holiday so that children can help their parents harvest the beets. At that time small children carry water and also help pile up the beet tops, which is done more in the form of play than work. There was a time when the children of beet workers were kept out of school to work the beet fields, but that time is past, as both the school officers and the State now insist that all children shall receive at least an eighth-grade education. I see no reason why child labor should be prohibited, but I agree with you that it should be regulated. I also think there should be no age limit mentioned in section A."

---

[72] Letter from Joseph Schueller, bound in the transcript of the Colorado hearings, held on September 25–26, 1934, at Denver.

Despite the objections of the Michigan growers to the inclusion of a provision prohibiting child labor, the approved sugar beet production contract which was drawn up contained such a measure. The labor provisions of this contract follow: [73]

Child labor.—The producer hereby agrees not to employ nor to suffer nor permit the employment by any other person, directly or indirectly, in the production, cultivation and/or harvesting of sugar beets on this farm, of any child under the age of 14 years, except a member of his own immediate family, whether for gain to such child or any other person; and he agrees not to so employ or permit such employment of a child between the ages of 14 and 16 years, inclusive, except a member of his immediate family, for a longer priod than 8 hours a day.

Fixing of minimum wages.—The Secretary shall have the authority (1) after due notice and opportunity for public hearing at a place accessible to producers and workers involved, and (2) on the basis of a fair and equitable division among processors, producers, and workers of the proceeds derived from the growing and marketing of sugar beets, and the products thereof, to establish minimum wages for this factory district to be paid by producers to workers and, where necessary, the time and method of payment in connection with the production, cultivation, and/or harvesting of the 1935 and/or the 1936 crop of beets. The producer agrees to abide by the determination of the Secretary when such minimum wages and the time and method of payment have been established.

To insure a fair and equitable division among processors, producers, and workers of the proceeds derived from the growing and marketing of the 1934 crop, the producer hereby agrees to pay promptly, to the workers who work or have worked on this farm, all bona fide claims for wages for said workers, rising in connection with the production, cultivation, and/or harvesting of the 1934 crop, and to provide to the Secretary, prior to the time of payment of the final 1934 crop payment under this contract, a certificate to the effect that such claims have been paid. The Secretary shall have the right, in his discretion, to refuse to make the final 1934 crop payment, due under this contract, to the producer, unless the producer shall submit additional evidence satisfactory to the Secretary that all such wages have been paid.

Adjudication of labor disputes.—The producer hereby agrees that he will abide by the decision of the Secretary with respect to any labor dispute involving the producer, in connection with the production, cultivation, and/or harvesting of sugar beets of the producer, when any such dispute has been presented to the Secretary by the producer or any other person and the Secretary has determined to adjudicate such dispute.

"The payment of benefits to growers was conditional upon the observance of the above labor conditions. However, crop benefit payments were made on the 1934 crop, while the labor provisions applied to conditions of work only on the 1935 and subsequent beet crops. The nonapplicability of the labor provisions with respect to the 1934 crop was due to the fact that at the time the sugar-beet contract was approved, the crop had been delivered to the beet factories or was in process of being harvested.[74] This, of course, made it impossible to apply the labor provisions that year.

"The only labor provision in the sugar-beet contract which was enforced with respect to the work done on the 1934 crop was that relating to prompt and full payment of wages. But the enforcement of even this provision was made difficult by the fact that many beet workers had neglected to sign contracts with their employers on the assumption that the Government would set wage rates for the 1934 season. The determination of what constituted a bona fide wage claim was, therefore, difficult to establish in many cases. To meet this situation, settlement committees composed of persons elected by the growers were established. The great majority of the complaints were settled by these committees. Those which remained unsettled were dealt with by an agent of the Agricultural Adjustment Administration. Over 1,400 cases were handled in this way.[75]

"The minimum-wage provisions in the contract gave the Secretary of Agriculture the right to set minimum rates of wages and to determine the time and method of payment only when and if the occasion arose. The Secretary adopted the policy of exercising this right only when growers and laborers were themselves unable to come to terms."[76]

---

[73] Sugar Beet Production Adjustment Contract, Agricultural Adjustment Administration, approved October 16, 1934, pt. I, sec. 10.

[74] W. T. Ham, Regulation of Labor Conditions in Sugar Cultivation under the Agricultural Adjustment Act. International Labour Review, January 1936, p. 80.

[75] Protection of Sugar Beet Field Workers Under the Federal Sugar Control Acts of 1934 and 1937, by Samuel Liss, unpublished manuscript in the files of the Labor Division, Farm Security Administration.

No wage finding was made under the terms of the Jones-Costigan Act for the Michigan sugar-beet area. Michigan production-adjustment contracts did contain, however, provisions relating to minimum wage and hours of employment of children.

"In order to provide a factual basis for a constructive consideration of the problems of families of sugar-beet laborers and to ascertain the effects of the child-labor and wage provisions of the Jones-Costigan Act on the families for whose benefit these provisions were established," the Children's Bureau surveyed the conditions of sugar-beet laborers' families in 1935.[77] Their findings on Michigan families follow:

CHILD LABOR

It was found that among southern Michigan [78] families, 12 percent of all children 6 and under 14 years of age worked in beets. In central Michigan [79] 41 percent of the children in this age group in the beet families surveyed, were employed in the beet work.[80] "The 8-hour limitation to daily working time for children under 16 prescribed in the Government contracts was found to be less frequently observed in the areas of the eastern beet region than in those of the Mountain States beet region." [81] Only 29 percent of the working children in the eastern families visited reported a usual workday of approximately 8 hours or less while engaged in thinning. In the Mountain States region, 43 percent of the working children reported such a workday.[82] "Children of the eastern areas of Michigan and Minnesota were found to be working in the beet fields for more days in the season than those in the three Mountain States areas for which the information could be obtained, a median of 65 days for the former in contrast to a median of 48 days for the latter. * * * Whether or not a working child had passed his 14th birthday appeared to have less effect on the length of the working period than the region in which he worked. Children under 14 years of age in the eastern areas for whom the information is reported tended to work more days in the season (a median of 61 days) than those 14 and 15 years of age in the three Mountain States areas (a median of 49 days)." [83]

Changes were recorded in the use of child labor from 1934 to 1935. Thus, in the three eastern areas, it was indicated that child labor was much more prevalent in 1934 than in 1935. It was ascertained which of the families interviewed by the Children's Bureau had worked in the beet fields in 1934. Then a check was made to see if these families contained children from 6 to 14 years of age on June 15, 1934. On the basis of these data, the proportions of the children aged 6 to 14 working in beets were calculated for 1934 and 1935. In 1934 the proportion of these children in the three eastern areas was 49 percent. In 1935 this proportion had decreased to 33.5 percent for these areas. Though appreciable, this was a smaller decrease than occurred in the seven Mountain States areas surveyed, where the proportion of working children aged 6 to 14 years decreased from 40.4 percent in 1934 to 13.5 percent in 1935.[84]

PAYMENT OF WAGES

The Children's Bureau found that about one-fifth of the Michigan beet laborers' families interviewed had not been paid in full for their work during the 1935 season when seen by the investigators in December.[85] This occurred despite the provision in the adjustment contract calling for prompt payment of wages.

An evaluation of labor provisions of the Jones-Costigan Act must consider also the extent to which beet workers were enabled to gain a higher level of living. Data from the Children's Bureau 1935 survey reflect a decrease in the earnings of central Michigan families from 1934 to 1935 and no change in the wage rate. In southern Michigan, there was a substantial increase in both the wage rate and earnings for beet work. Child labor decreased in both areas, but appreciably more for southern Michigan than for central Michigan beet families. The acreages worked by families interviewed decreased for those in central Michigan from 1934 to 1935, and increased for families in southern Michigan. Housing conditions were definitely bad for Michigan beet workers' families in 1935. Many Michigan families were forced to live on credit during the beet season of 1935. Hours of labor for adults as well as children were still long, and working conditions showed little improvement. The report of the Children's Bureau stresses the fact that the highest earnings from beet work, the smaller amount of child labor, and the generally improved working conditions found in southern Michigan were attributable to the presence in that area of a labor union of beet workers which had bargained collectively with the growers on terms and conditions of employment.[86]

---

[76] Ibid.

[77] Johnson, op. cit., "Each family interviewed performed hand labor in sugar-beet fields in that year (1935) and each had at least one child under 16 years of age" (p. 3).

[78] Southern Michigan families worked in the Blissfeld factory district and were confined to Lenawee County. There were 42 families interviewed in this area.

[79] Central Michigan families interviewed had worked in Mount Pleasant, Saginaw and Sebewaing factory districts, and in Huron, Isabella, and Saginaw Counties. One hundred and fifteen families were surveyed in this area.

[80] Ibid., p. 26.

[81] Ibid., p. 33. The eastern beet region com the two areas in Michigan, defined above, and an area in southern Minnesota.

[82] Ibid., pp. 33–34.

[83] Ibid., pp. 35–36.

[84] Ibid, table 8, p. 28.

[85] Ibid, p. 69.

The Children's Bureau study showed the necessity for continuing the protection of the labor conditions of beet workers which had been introduced in the Jones-Costigan Act. However, in January 1936, the Supreme Court of the United States declared invalid the processing tax and production-adjustment provisions of the Agricultural Adjustment Act, to which the Jones-Costigan Act was an amendment. The quota provisions of the Jones-Costigan Act were unaffected by the decision, and Congress ratified them by Public Resolution No. 109, Seventy-fourth Congress. This action assured a protected market for sellers of sugar. It resulted, however, in the loss of benefit payments to sugar-beet growers and in the suspension of the labor provisions. The inequalities resulting from the extension of the sugar quotas without provision for returns to growers and laborers are set forth in the 1936 report of the Agricultural Adjustment Administration:

"Invalidation of the sugar-processing tax presumably did not affect the cost of sugar to consumers, who paid an average price of 5.7 cents a pound for sugar in 1935 and 5.6 cents during 1936. The decision did result, however, in a wide redistribution of income under the quota system; there was a loss to growers, laborers, and taxpayers and a corresponding gain to domestic sugar processors and foreign sugar producers.

"The loss to sugar-beet growers resulted automatically, under the established grower-processor contracts, from invalidation of the former processing tax and production-adjustment payments, was equal to approximately 50 percent of the former tax. (The decline in the income of the growers was offset to some extent by payments under the 1936 agricultural conservation program.) It is estimated that at the same time the profits of beet processors were increased between 40 and 60 percent over their net income from operations during the calendar year 1935 when the processing tax was in effect. Sugar-beet growers whose returns had been decreased, although the total income of the sugar-beet industry virtually had not been affected, undertook to obtain an appropriate adjustment in their contracts with processors in order to compensate for the reduction in their income, but their efforts met only limited success.

"Invalidation of production-adjustment payments to producers also destroyed the only practicable means that had been found to assure labor an equitable share in the income from sugar-beet and sugar-cane production. Consequently, both growers and laborers were denied assurances of an equitable and reasonable share in the income of the domestic industry under a program in which they, as well as the processors, were intended to be the beneficiaries."[87]

New sugar legislation was proposed, and President Roosevelt, in his message to Congress, recommended the inclusion of certain labor standards:

"It is highly desirable to continue the policy which was inherent in the Jones-Costigan Act, effectuating the principle that an industry which desires the protection afforded by a quota system or a tariff should be expected to guarantee that it will be a good employer. I recommend, therefore, that the prevention of child labor and the payment of wages of not less than minimum standards be included among the conditions for receiving a Federal payment."[88]

The Sugar Act of 1937 was approve by the President on September 1, 1937. For the first time in the history of the United States, the Federal Government was enabled to stamp out child labor in an important child-labor-employing industry.

---

[86] Ibid, pp. 26-27, 58, 61, 63, 67.

[87] Agricultural Conservation, 1936, a report of the activities carried on by the Agricultural Adjustment Administration, from January 1, 1936, through December 31, 1936, U. S. Department of Agriculture, Agricultural Adjustment Administration, pp. 103-104.

[88] Cited in Liss, op. cit.

"The Sugar Act of 1937 provided for the continuation, until December 31, 1940, of the sugar-quota system, of the processing tax on sugar, and of conditional benefit payments to growers of sugar beets and sugarcane, established under the Jones-Costigan Act in 1934. But, whereas under the Jones-Costigan Act the detailed terms of these provisions were inserted in the production adjustment contract entered into by the Secretary of Agriculture and the grower, they are now incorporated in the act itself. By eliminating the Federal contract, the Sugar Act of 1937 overcame one of the basic reasons advanced for the invalidation of the Jones-Costigan Act by the United States Supreme Court." [89] The Sugar Act authorized conditional payments to sugar beet and sugarcane growers who comply with certain soil-conservation practices, limit their production to quantities not in excess of the proportionate share assigned to their farms, maintain certain labor standards, and in the case of growers who are also processors, pay a price for sugar beets and sugarcane purchased from other growers for processing at a rate not less than that which the Secretary of Agriculture has determined to be fair and reasonable.

The labor standards of the Sugar Act of 1937 follow:

"That no child under the age of fourteen years shall have been employed or permitted to work on the farm, whether for gain to such child or any other person, in the production, cultivation, or harvesting of a crop of sugar beets or sugarcane with respect to which application for payment is made, except a member of the immediate family of a person who was the legal owner of not less than 40 per centum of the crop at the time such work was performed; and that no child between the ages of fourteen and sixteen years shall have been employed or permitted to do such work, whether for gain to such child or any other person, for a longer period than eight hours in any one day, except a member of the immediate family of a person who was the legal owner of not less than 40 per centum of the crop at the time such work was performed.

"That all persons employed on the farm in the production, cultivation, or harvesting of sugar beets or sugarcane with respect to which an application for payment is made shall have been paid in full for all such work, and shall have been paid wages therefor at rates not less than those that may be determined by the Secretary to be fair and reasonable after investigation and due notice and opportunity for public hearing; and in making such determinations the Secretary shall take into consideration the standards therefor formerly established by him under the Agricultural Adjustment Act, as amended, and the differences in conditions among various producing areas: *Provided, however*, That a payment which would be payable except for the foregoing provisions of this subsection may be made, as the Secretary may determine, in such manner that the laborer will receive an amount, insofar as such payment will suffice, equal to the amount of the accrued unpaid wages for such work, and that the producer will receive the remainder, if any, of such payment."

The Sugar Act of 1937 also provides that:

"In order to facilitate the effectuation of the purposes of this Act, the Secretary is authorized to make surveys, investigations, including the holding of public hearings, and to make recommendations with respect to (a) the terms and conditions of contracts between the producers and processors of sugar beets and sugarcane and (b) the terms and conditions of contracts between laborers and producers of sugar beets and sugarcane."

The provisions of the Sugar Act of 1937 were to apply only until December 31, 1940. The life of the act was extended for a year, and it expires on December 31, 1941. Michigan wage determinations have been made by the Secretary of Agriculture for the harvesting of the 1937 crop, and for all operations for every crop since that time. The Secretary has not, up until this time, recommended any terms or conditions to be incorporated in the contracts made between the growers and the laborers in that State. The wage provisions of the act have been fairly well enforced; although a number of violations were reported for Michigan growers several years ago, few were reported for the 1940 crop. The child-labor provisions were more difficult to enforce in Michigan. A survey conducted by the Children's Bureau, which is reprinted in part below, reveals some use of child labor in the beet fields of Michigan and Ohio during 1939. It also shows workdays of longer than 8 hours for children so employed in violation of the act. It should be pointed out that difficulties existed in educating growers and families to their responsibilities with regard to the labor of children. There were no frequent and systematic check-ups made by the committees which assist locally in the administration of the act to see whether or not these provisions were being obeyed. More recently these committees have been quite active in checking up on the presence of children in the beet fields, and child labor has practically disappeared from the sugar-beet industry in Michigan. The 8-hour provision is more difficult to enforce, and no machinery has yet been set up to effectuate this part of the act. There are undoubtedly many violations of this provision.

---

[89] Liss, op. cit.

United States Department of Agriculture, Report No. 80—Progress of the Beet-Sugar Industry in the United States in 1904

(Washington, G. P. O., 1905)

SUPPLY OF LABOR FOR FACTORIES AND BEET FIELDS

Living in cities there is a class of foreigners—Germans, French, Russians, Hollanders, Austrians, Bohemians, etc.—who had had more or less experience in beet growing in their native countries. Their experience had been largely agricultural. Emigrating to this country, they had congregated in cities and towns, and were performing the work of ordinary laborers on public works, on railroads, and in various other lines of employment. Their attention was attracted to this industry when it started—old to them, new to us. They naturally sought this new avenue of employment. It appealed to them for two reasons: (1) They could secure employment in work to which they were accustomed and in which they were expert; (2) in the beet fields they could find work for their whole families. In this respect it differed from other lines of work. The head of the house could go out and dig in the trenches of the city, or work on the sections of the railroad, or in excavations and other kinds of employment under a contractor. The women and children of the family could not do this. Growing sugar beets was a renewal of their former experience. For the work of the beet fields more came from the cities each succeeding year, and others came from Europe, induced by the news of the installation of this new industry. They could secure immediate employment of the kind to which they were accustomed. This source of labor supply for our beet fields has grown to a wonderful extent. Every spring sees large colonies of this class of workmen moving out from our cities into the beet fields.

There is another class of foreigners, not previously experienced in growing beets, who readily adopted it on account of their natural adaptability to the system. As a class, they are accustomed to hard drudgery work of any kind, spending their lives during their stay in our country in work on public improvement, railroads, large contracts, etc., requiring hard manual labor. In this class come the Scandinavians (a few of whom have grown beets), Italians, Japanese, Chinese, Portuguese, etc. Large numbers of these, annually increasing, take contracts in the beet fields. All these foreign laborers, of whatever class, live in tents, barracks, and other temporary abodes. They board themselves, and grow sugar beets under contracts with the farmers. It is rulable in such cases for the work to be done by the acre. The farmer plows the ground, harrows it, puts the seedbed in thorough condition, plants the beets, and does all the necessary cultivation requiring horses. The contracting laborer does all the weeding, bunching, thinning, hoeing, irrigating, topping, and loading, usually receiving for the same from $15 to $20 per acre. The farmer does the work of plowing up the beets and delivering them to the factory. Foreigners of this latter class were originally more or less unsatisfactory on account of unfamiliarity with the work. After 5 or 6 years, most of these workers in the beet fields are efficient. The additional hands accompanying them each year have the advantage of association with those acquainted with the methods, a d become satisfactory workers more readily than otherwise. To this class we are also procuring large accretions every year, thus augmenting the sources of labor supply of sugar factories and sugar-beet growers.

Philanthropic societies and eleemosynary institutions are also gradually aiding in this respect. One of the strongest addresses made before the Trans-Mississippi Commercial Congress at its meeting in Seattle, Wash., last year was that of Commander Booth-Tucker, the head of the Salvation Army in this country. In this address he explained the policy maintained by that society of finding employment for everybody coming under the Army's influence. The beet fields appealed especially to him in this connection. He proposed colonization and employment. The plan as he represented it greatly impressed all who heard it. As a matter of fact, considerable has been done by this organization along this line. It is also quite common for the humane societies, associated charities, and other like organizations of our cities and towns to procure, for those dependent upon them, employment in the beet fields.

Our State reformatory institutions and asylums are also developing an interest in the work of growing sugar beets. One of the great problems of such institutions is to keep the inmates employed; in so doing it sometimes happens that they come in conflict with the rules of organized labor. Possibly if the supply of labor for the beet fields exceeded the demand the same objection might operate here. Under the present circumstances it does not appear to be deleterious to regular labor. If these people can be employed in rural pursuits it will have a tendency to strengthen rather than to hurt labor in regular lines.

Our cities and towns are constantly increasing in importance as sources of labor for the beet fields. Every year sees more and more of the unemployed seeking the beet fields for remunerative work. In this respect we are developing a practice similar to that which prevails at harvest time. Most people are familiar with the movement of laborers annually taking place from south to north, following up the grain harvest as it progresses with the season. Harvest hands pour into the South with the ripening of the grain, gradually working north as the work is completed, finally winding up with the harvest in Canada. This custom has developed the class of laborers known as professional harvesters. Similarly we are developing a class of beet growers, who move toward the fields on the approach of the beet season. To this class are continually added recruits who in a season's experience become more or less proficient.

Our beet fields are also the beneficiaries of another class of labor possibly more abundant, and at the same time adaptable to this work. In the cities and towns public schools close about the time the active work begins in the beet fields. Considerable attention is being given to directing this kind of labor to beet growing. It is a matter of consequence and one fraught with valuable training to the unemployed young people of the country. Ordinarily there is very little that a boy can find to do during his school vacation. It so happens that the beet fields offer active remunerative employment for this particular period. This work serves a two-fold purpose: It gives a boy self-support to a degree, and relieves the head of the family to that extent; it also lessens the work of charitable institutions. At the same time it inculcates habits of industry and frugality removes the boy from the temptation of idleness and the school of vicious habits constantly in session in the streets of our cities and towns. It promotes health, physical strength, and vigor. It inspires confidence and self-support. This applies not only to the poorer classes, but to all boys who otherwise would be idle.

Keeping the boys of the cities and towns employed, especially those who are drifting into the classes of chronic idlers and criminals, is one of the social problems of today. During the past few years agitation on the subject has crystallized into a policy of establishing juvenile courts. Idleness is the most prolific of all causes producing the two classes named. The work of these tribunals contemplates segregation and useful, healthful employment under supervision. Several States have enacted laws establishing such courts, and relegating to them cases of juvenile offenders. Such a court has regular officers, who list boys liable to its supervision. Such cases as come before it regularly, it places under the care of its officers, who direct them to some field of active employment. In districts having sugar factories, the beet fields have been playing an active part in this species of education and reformation. At first the plan did not prove very satisfactory. These boys, in groups or individually, were hired out to farmers, who found themselves without authority, and as a rule without disposition to exact of this class of workers faithful performance. In most instances the boy was soon back in his old haunts. During the past year a better system involving closer supervision was maintained. The boys were sent out in groups, with their probation officer over them. This officer was clothed with full authority for maintaining discipline and executing the demands of the court. A group usually consisted of 20 boys, who formed a club, all sharing equally in the expense. A cook was hired who prepared all food. Contracts for the group were made by the officer; he was present at all times to maintain discipline and the faithful performance of the contract. The money earned by each boy was paid over to the court and credited to him after deducting his share of expenses. Under this system juvenile court work in the beet fields was much more satisfactory (pp. 37–40).

EMPLOYMENT OF CHILDREN IN THE SUGAR-BEET FIELDS UNDER THE SUGAR ACT

(By the Industrial Division, U. S. Children's Bureau, part of an unpublished manuscript)

INTRODUCTION

The Jones-Costigan Act of 1934, which amended the Agricultural Adjustment Act bringing sugar beets and sugarcane under its jurisdiction as basic commodities, offered the first opportunity for a constructive and uniform program regulating child labor in an agricultural industry. State efforts to regulate the employment of children in agriculture, in addition to being confined to only a few States, have been piecemeal and limited in scope. For the most part, such legislation has amounted to little more than attempts to prevent children from dropping out of school for work in the fields; and even this restriction has not always applied to children of migrant families that are in the State only for the duration of the crop season. With the passage of the Jones-Costigan Act it became possible to establish improved Nation-wide labor standards in the sugar-beet and sugarcane industries applicable to both resident and migratory children.

The Agricultural Adjustment Act, which, among other provisions, authorized benefit payments to growers who complied with certain prescribed conditions set out in the act, did not in itself contain provisions relating to child labor. The Jones-Costigan Act, however, gave the Secretary of Agriculture power to include in the production-control contracts made by the Government with sugar-beet growers under the Agricultural Adjustment Act provisions regulating child labor, making the observance of these provisions prerequisite to the payment of benefits. Under the authority of this act the sugar-beet production adjustment contracts entered into in 1935 provided that children under 14 years of age should not be employed and that the hours of work of children between 14 and 16 years should be limited to 8 a day. Growers' children, working on their parents' own farms, were exempt from these provisions.

This program was short lived. With the invalidation of the production-control contracts of the Agricultural Adjustment Act early in 1936, the gains made in regulating child labor in the sugarcane and sugar-beet industries were also lost. The way was pointed out, however, and when the Sugar Act of 1937 was passed—providing for conditional payments to growers similar to those in effect under the Agricultural Adjustment Act—it contained, as provisions in the law, the same child-labor standards as had been incorporated in the 1935 sugar-beet contract of the Agricultural Adjustment Administration.

Under the Jones-Costigan Act voluntary cooperation on the part of growers was relied upon to obtain compliance with the child labor provisions of the sugar-beet production-adjustment contracts. Local control committees, established by the Agricultural Adjustment Administration, whose function it was to determine whether growers were complying with the terms of their contract, were responsible for informing growers and workers of the child-labor requirements and for investigating reported cases of noncompliance. No administrative measures were provided, however, to aid in maintaining the child-labor standards of the act or for ascertaining whether these regulations were being generally observed; and, while an improvement in child labor conditions was evident during the period in which the act was effective, the employment of children under 14 years of age in the sugar-beet fields was by no means eliminated. As was emphasized in a study made by the Children's Bureau in 1935 while the act was still in operation, the practice of relying on complaints for a knowledge of violations was not adequate for effective administration; it was evident that there was need, also, of a well-defined program for requiring proof of age before a child was permitted to work in the beet fields and for acquainting growers with the advantages of such a program.

PURPOSE AND SCOPE OF STUDY

Information for the study was obtained chiefly through interviews with the families of sugar-beet laborers and with school officials in charge of employment certificate issuance. Other school authorities, representatives of county agricultural committees, and the directors of education and labor in Michigan and Ohio were also consulted.

The localities visited included 7 of the 48 counties in Michigan and 5 of the 25 counties in Ohio in which sugar beets are grown. These counties represent both the northern and southern districts of the Michigan-Ohio sugar-beet area.

Selected chiefly on the basis of the number of sugar-beet growers in the county, they included:

Counties:	Number of sugar-beet growers
Central Michigan:	
Bay	1, 175
Gratiot	1, 486
Huron	1, 090
Saginaw	1, 313
Tuscola	1, 206
Southern Michigan:	
Lenawee	468
Monroe	361
Counties—Continued.	
Ohio:	
Fulton	226
Lucas	255
Ottawa	440
Sandusky	326
Wood	720

A part of at least nine factory districts falls within these counties, a factory district being the sugar-beet area surrounding a sugar-processing factory to which it is tributary; i. e., to which the beets grown are sent for processing. These districts included Saginaw, Alma, Bay City, Sebewaing, and St. Louis in central Michigan; Blissfield in southern Michigan; and Caro, Findley, and Freemont in Ohio. Since even the several factories belonging to a single company are usually under different managements, conditions of work may vary with each factory district.

Within the counties included in the study areas in which sugar beets were grown extensively were selected for a farm to farm canvass. In the course of this canvass all families of sugar-beet laborers in which there were children between the ages of 6 and 16 years were interviewed, except those who owned at least 40 percent of the crop on which they worked and who would therefore not be subject to the child-labor provisions of the Sugar Act. Such families were included in the study only if they "worked beets" under contract for other growers and in such cases information was secured only for the work performed on a cash basis.

Field work for the study was carried on while harvesting was still in progress from October 1 to November 8, in order to reach the migratory families before they could leave the fields. Altogether, 262 families were visited in the 12 counties included in the study.

FAMILIES INCLUDED IN THE STUDY

Country of origin

With the exception of several families resident in the county and one family that had come from Kentucky to work in the beet fields for the first time the year of the study, the sugar-beet families interviewed in Michigan and Ohio were of foreign stock. Some growers of American stock, with the help of their families, worked their own acreage; but contract laborers of American stock are an exception in the sugar-beet industry.

In 1920, when the Children's Bureau made its first survey of conditions in the sugar-beet fields, Mexican and Spanish-American labor was just beginning to appear in the Michigan and Ohio areas. At that time Poles and Bohemians predominated among both the workers brought in from outside the State and the resident group.[1] Other Slavs and Magyars were also present in both groups in larger numbers than Mexicans. At the time of the present study Mexicans and Spanish-Americans outnumbered all other groups coming in from outside the State. Practically the entire roster of workers brought into the State were Mexicans or Spanish-Americans, and while families of Bohemian, Polish and other origins were still present among the laborers who were resident in the State, even in this group they were represented in considerably smaller proportions than formerly. Many of the Bohemian, Polish, and German families that were sugar-beet laborers in 1920 are now farm owners and farm tenants, cultivating and harvesting their own crops or themselves hiring contract laborers.

Residence and migration

Approximately half, 130 of the 262 families interviewed in the course of the study were migratory; i. e., nonresidents of the State in which they were working. In the study of sugar-beet families made by the Children's Bureau in 1935 it was found that labor recruiting from outside the State, which had declined rapidly with the increase in unemployment during the 5 years preceding that study, had reached the point where it was a relatively unimportant feature of the sugar-beet industry. In 1939, however, it was generally reported that the practice had been on the increase during the last 2 or 3 years and that a large number of migratory families were again being brought to the beet fields of Michigan and Ohio.[2]

---

[1] Child Labor and the Work of Mothers in the Beet Fields of Colorado and Michigan, p. 82. Children's Bureau Publication No. 115, Washington, 1923.

With the exception of the 1 family from Kentucky mentioned above, 1 from Oklahoma, and 1 that had come from Ohio to work in Michigan, all those families that had come from outside the State in which they were working had come from Texas. San Antonio supplied the largest number but 23 other towns scattered throughout the State were represented. Texas, for a number of years, has been one of the important recruiting centers of the sugar-processing companies. Mexican families from Texas not only migrate to the fields of Michigan and Ohio, but also to the sugar-beet areas of Colorado, Wyoming, western Nebraska, Montana, and Minnesota. In addition to the families that are transported by the sugar companies each season, many families, familiar with conditions from other years, migrate on their own initiative flocking to the spinach and cotton fields of Texas during the winter and the sugar-beet fields of the North in the spring and summer.

Identity of beet workers

The total number of persons included in the 262 families interviewed in the course of the study was 1,904, of whom almost two-thirds worked in the fields. In keeping with the recruiting and employment policies traditional in the sugar-beet and many other commercialized agricultural industries, by which families with several children old enough to work are given preference in employment, in three-fourths, or 196 of the families, there were children between the ages of 12 and 16 years. In more than half, 56 percent, there were children 14 and 15 years of age who, without violating the child-labor provisions of the Sugar Act, could be relied upon to become regular field hands. The remaining 66 families were composed of adults and children under 12 years of age. The number of beet workers per household ranged from 1 to 18 but the median was 5.

TABLE 1.—*Composition of families of sugar-beet laborers by number of beet-field workers in the family, 1939*

Composition of family	Total	Number of beet-field workers in the family			
		Less than 3	3, less than 5	5, less than 7	7 or more
Total families	262	40	99	87	36
Families with:					
Adults and children under 12 years only	66	28	23	10	5
Adults and children 12 years, under 16 [1]	196	12	76	77	31
Children 12 years, under 14 only	48	8	25	11	4
Children 14 years, under 16 only	80	3	33	37	7
Children of both age groups	68	1	18	29	20

[1] May also have children under 12 years of age

The extent to which members of the family of all ages helped with the work is apparent from the following table, which shows the total number of persons in the families visited and the number working in the beet fields. Since it is not unusual for relatives and friends sharing work under one contract to live together as a family group during the farm season, in some instances the figures in this table refer to the household rather than the immediate family. Of the households visited, almost one-third included persons other than members of the immediate family. Sometimes these extra persons were adults but often, too, they were children.

---

[2] Although some movement of labor to the beet fields from inside the State was indicated, the problem of intra-State migration is an unimportant one. Only 8 of the 132 families resident in the State came from outside the county in which they were working.

TABLE 2.—*Persons in family and number working in beet fields, 1939*

	Number of persons in family		
	Total	Working in the beet fields	
		Number	Percent
Total	1,904	1,189	62.4
Father [1]	240	224	93.3
Mother	231	159	68.8
Others 16 years and over	538	496	92.2
Children 6 years, under 16	654	310	47.4
Children under 6 years	241		

[1] Or other male head of the family.

While the bulk of the field labor force was made up of adults and older children, a very significant portion, 26 percent, was children under 16 years of age. The distribution of the workers was as follows:

	Number of beet field workers	Percent distribution
Total	1,189	100.0
Father, or other male head of family	224	18.8
Mother	159	13.4
Others 16 years and over	496	41.7
Children under 16 years	310	26.1

Hours of work

In the blocking and thinning season when the work must be finished before the plants become stunted from crowding, only 21 percent of the children 6 and under 16 reported a working day 8 hours or less. On the other hand almost two-thirds, 65 percent, were accustomed to work 10 or more hours a day, and for 31 percent 12, 13, and 14 hours were not unusual. Seventy-eight percent of the children under 14 years employed in the fields were working more than 8 hours a day (table 6).

TABLE 6.—*Usual daily hours of work of children 6 and under 16 years of age at each process, 1939*

Usual daily hours of work [1]	Percent of working children employed at each process during the season		
	Blocking and thinning	Hoeing and weeding	Pulling and topping
Total	100.0	100.0	100.0
Less than 4 hours	2.3	2.9	5.5
4 less than 8 hours	5.5	6.2	10.6
8 hours	13.3	17.1	30.9
9 hours	13.7	14.3	11.5
10 hours	20.1	20.5	19.4
11 hours	14.6	11.4	9.2
12 hours	16.4	15.2	9.7
13 hours	8.2	7.6	1.8
14 hours or more	5.9	4.8	1.4

[1] Hours are reported to the nearest whole number.

For hoeing and weeding, the only operation in connection with the cultivation of sugar beets that does not have to be done under pressure, the hours of work were somewhat shorter. Due to the fact, however, that, as explained before, a reduced force is sent into the fields for this work the hours do not vary considerably in the two periods. A somewhat larger—though still appreciably small—proportion, 26 percent, of the children helping with this work reported a working day of 8 hours or less and a slightly smaller proportion, 60 percent, worked 10 hours or more.

The harvesting operations, which cannot be started until word goes out from the sugar company that the maximum sugar content of the beet has been reached and which must be completed before the ground freezes, are done under even greater pressure than the blocking and thinning operations. Despite the fact, therefore, that the hours of daylight at this time of the year are limited 53 percent of the children reported working more than 8 hours a day and 13 percent worked 12 hours or more. These extreme hours in this season of the year meant that the families often worked by moonlight or in fields lighted by automobile headlights or other improvised illumination.

A long working day in the beet field is customary for young and old alike and there was little difference in the hours worked at any process by the children of different ages, included in the present study. Of the 27 children under 12 years who were able to give their hours of work on the blocking and thinning processes 20 reported a customary working day of more than 8 hours, while 80 percent of the children 12 and 13 years and a like proportion of those 14 and 15 years reported hours as long. For weeding and hoeing, 73 percent of the children under 12 years of age as compared with 74 percent of those in each of the older age groups reported usual working hours of more than 8. In the pulling and topping season 50 percent of the children under 12 years, 51 percent of those 12 and 13 years of age, and 55 percent of the group 14 or 15 years worked more than 8 hours.

While there were some children who left the field in advance of the other members of the family and some who reported for work at a later hour in the morning, for the majority of the children the working day was the same or closely approximated that of the adult members of the family working with them in the fields. The median hours reported for blocking and thinning was 10.8 for both children and adults; for hoeing it was 10.5 for both groups of workers; and for pulling and topping it was 9.3 for the children as compared with 10 for the adults.[3]

Duration of work

At the time this study was made—in October 1939—the harvesting of the sugar-beet crop was just beginning so that it was impossible to obtain a report on the total period that the children worked throughout the season. For the blocking and thinning processes the median number of days worked by the children from whom information could be obtained was 23, almost 4 weeks of 6 working days each. For hoeing and weeding the median was 15 days. As pulling and topping require practically the same length of time as blocking and thinning, it is estimated that the median number of days worked by the children for the entire season would approximate 61 days or 10 working weeks.

SCHOOL ATTENDANCE

The employment of children in the sugar-beet fields is not a child-labor problem alone; it is also an educational problem. Work in the beet fields means loss of schooling not only for the children who help with the crop but, particularly in the case of migratory families, it usually means nonattendance for all children of school age in the family. Either schools are located at too great a distance to permit younger children to attend unaccompanied by the older children in the family; or the children of intermediate ages are kept at home to care for the house and younger brothers and sisters while the older members of the household work; or parents working daily in the fields have neither the time nor energy to keep the children in proper condition for school attendance. Frequently, too, so far as the migrant families are concerned it is not considered worth while to enroll the children in school for the short time the family plans to be in the community.

Because of the limited time available for the present study the information sought in respect to school attendance was confined to that most readily obtained from the parent without recourse to school records; namely, to inquiries concerning the attendance of the children from the time school opened in the fall the year of the study to the date of interview. It was felt that absences in this period were recent enough to be remembered accurately and while the figures are not complete for the entire school year they represent the most serious inroads upon school attendance resulting from the family's work in the beet fields. It should be kept in mind, however, that the blocking and thinning season sometimes begins as early as the middle of May so that children—particularly those in families that come from a distance—may lose some time at the close as well as the opening of the school year. It should be remembered, also, that a large proportion of the families return to the beet fields season after season, and the picture depicted here is not the picture of an occasional year but, in many instances, probably is that of every year of the child's school life.

---

[3] The hours of the adult workers were measured by the hours of the father in the family or the person taking his place in the sugar-beet fields.

Of the children between the ages of 6 and 16 years in the families visited who had entered or planned to enter school the year of the study, 237, 37 percent, had not yet enrolled at the time of interview between October 1 and November 8; of these 139 were working and 98 nonworking children. As most of the schools in the localities visited opened either the first or second week in September this meant that these children had already lost from 3 to 7 weeks of the school term. Many were to lose even more before the beet season was over. Children in the primary grades who could not make the trip to school alone and those 14 years and over who were looked upon as regular field hands were affected most when it came to prompt enrollment in school. A little more than one-third, 34 percent, of the children under 10 years of age and more than half, 57 percent of the children 14 and 15 years had not yet enrolled in school at the time of the study. Among the children of the intermediate age groups, on the other hand, 26 percent had failed to enroll up to the time they were interviewed (table 7).

TABLE 7.—*School enrollment at date of interview of children 6 and under 16 years of age in families working in beet fields, by age of child, 1939*

Age of child	Total children	Enrolled in school	Not enrolled in school	Enrollment not reported
Total	654	408	237	9
Under 10 years	229	147	77	5
10 years, under 12	135	101	34	
12 years, under 14	123	89	33	1
14 years, under 16	167	71	93	3

Late enrollment, however, was not the only factor to be considered in connection with the school attendance of children in sugar-beet workers' families. Even among the children who did enroll promptly at the beginning of the term those who were called upon to help with the field work were usually irregular in attendance once the beet harvest was begun. Occasionally the children's work was confined to "after school hours" but for the majority field work came first. Of the 169 working children that were enrolled in school at the time of the study 81, or almost half, had dropped out for varying periods to work on the beet crop. Of these 81 children 44 reported absences of at least 1 week during the 1 or 2 months that school had been in session, while a little more than one-third had lost 2 weeks or more.

Altogether 44 percent of the children included in the study had either failed to enroll in school up to the time of the interview or their attendance had been seriously interrupted by field work.

A strict enforcement of the compulsory school-attendance laws would have kept the majority of these children in school. In Michigan children between 7 and 16 years, and in Ohio children between 6 and 18 years with the exception of high-school graduates, are required to attend school for the entire term unless they have obtained employment certificates authorizing them to leave school to go to work, which are issued for certain specified occupations not including agriculture. In Michigan an exemption to the compulsory school attendance law which permits a child over 14 years of age who has completed the sixth grade to be excused from attendance at school if his services are essential to the support of his parents could be applied to the children included in this study. In Ohio, however, no exemption from school attendance is possible for this group of children. While the compulsory school-attendance law in that State provides that a child who has reached the age of 14 years may be excused from attendance at school for a limited period not to exceed 15 days (except in extreme cases) "to perform necessary work directly and exclusively for his parents and legal guardians" this exemption has been interpreted to apply only to children working on their own parents' farms and does therefore not exempt children of contract laborers, with which this study is concerned, from attendance at school.

As has been found to be the case in most studies of children employed in agriculture, however, policies regarding the enforcement of the compulsory school attendance laws and interpretations of the exemptions from the law varied from county to county and even from school district to school district in the sugar-beet areas visited. In some districts strict enforcement of the law was effected in spite of the difficulties encountered in connection with the attendance of migratory children. In others there was complete disregard of school attendance standards during the sugar-beet season at least, and absences from the classroom were countenanced without any more formality than a verbal message brought by a neighbor's child.

In several communities visited in Michigan school authorities followed the policy of closing the schools for 1 or 2 weeks during the harvest season for what is known as a "beet vacation" to release the children for work in the fields but the date of opening school in the fall was advanced to make up for time lost in this way. The practice of beet vacations, however, was not general; even in Michigan and in Ohio it was quite generally looked upon with disfavor.

Late enrollment was far more general among the migratory children than among those resident in the State, 65 percent of the former as compared with 14 percent of the latter having failed to enter at the opening of the fall term the year of the study (table 8). So far as could be learned children of migratory families were accepted in the schools in all the districts visited on an equal basis with children of families resident in the State although they were not always encouraged to enroll. While in some districts every effort was made to get the migratory children in school, in the majority compulsory school attendance was more strictly enforced in respect to resident than to nonresident children. In several instances children of migratory families included in the study had failed to enroll in school because the farms on which the families were working were located 6 miles from the district school and school authorities, when appealed to, had neither been willing to transfer them to a nearer school in an adjacent district nor to furnish transportation to the school in which they belonged. For the most part, however, migratory children were not compelled to attend school because school authorities, like the families themselves, did not consider it worth while to enroll them for the short time they were to be in the locality or because of a definite prejudice in the community against beet workers as a class.

TABLE 8.—*School enrollment at date of interview of children 6 and under 16 years of age, by residence status of family, 1939*

Resident status of family	Children 6 and under 16 years of age			
	Total	Enrolled in school	Not enrolled in school	Enrollment not reported
Total	654	408	237	9
Resident of State	366	306	52	6
Migratory	288	100	185	3

So lax was the enforcement of compulsory school-attendance laws in respect to children in families of migratory laborers in several communities that children living near and even next door to the school building in sight of teachers and principal daily had not yet enrolled in school several weeks after the term had begun and the parents had no intention of sending them until their return to Texas at the close of the harvest season. One family who had been told by the fieldman that the 10-year-old girl should be in school instead of working the fields reported naively that no one had come to "make the children go to school" and therefore they would "not go" until they returned to Texas.

EXHIBIT 52.—AGRICULTURAL MIGRATION TO MICHIGAN

REPORT BY AGRICULTURAL FIELD STAFF, SELECT COMMITTEE INVESTIGATING DEFENSE MIGRATION, WASHINGTON, D. C.

(Submitted for Consideration by the Committee in Connection With the Detroit Hearings)

This study was undertaken in order to determine the extent to which agricultural migration has been and is likely to be affected by the defense-stimulated industrial boom, as exemplified in the Michigan area. Published data already available were supplemented by field interviews with farmers, farm workers, and other observers. Michigan was selected for first examination because it is a wealthy agricultural State and one of the most important industrial areas in the country.

Michigan agriculture is characterized by a high degree of diversification. The State, with Ohio and Indiana, is in the center of the general farming area of the United States. In Michigan 33 percent of all farms are classed as general farms; in the United States 17.4 percent are so classed. In some areas in the State 40 percent of all farms are general farms.[1] Such farms do not require large numbers of seasonal workers. Two major areas in Michigan, however, specialize in the production of crops requiring large numbers of harvest workers—the sugar beet area of east central Michigan and the fruit and vegetable area of the western portion of the State adjacent to Lake Michigan. The two areas are considered separately because they differ considerably in economic structure, and in type of migration.

WESTERN MICHIGAN

Western Michigan is one of the important fruit and truck crop districts in the United States. Large quantities of peaches, pears, apples, cherries, grapes, berries, tomatoes, melons, and celery are raised either for the fresh market or for processing, or for both. Such crops require large amounts of labor for short harvesting and processing seasons.

All counties in western Michigan grow some fruits and vegetables. For most of these crops acreages are greatest in the south and decline to the north.[2] Following the general pattern of acreage, the demand for seasonal farm help is greatest in the south, declining to the north. There are no accurate statistics on the number of migrant workers entering these counties each harvest season. Estimates, however, have been made from time to time for some counties. They are necessarily rough approximations, but suffice to indicate the relative importance of migration in the various counties. From 9,000 to 12,000 migrant workers enter Berrien County each year; about 2,500 enter Van Buren County; and about 1,200 enter Allegan County. In a recent survey the Farm Security Administration estimated that cherry harvesting gave employment to about 5,000 transient workers in Oceana County and to upwards of 4,000 transient workers in Grand Traverse County. Migration to northern cherry counties is greater than migration to Allegan or Van Buren County but much less important than to Berrien County. The numbers are fewer and the season is short.

Berrien County ranks among the first 10 counties in the United States in the production of peaches, cherries, apples, pears, grapes, raspberries, blackberries, and strawberries. Large quantities of cantaloupes, cucumbers, and tomatoes are also grown.

Problems similar to those in Berrien County are evident in the whole region, though to a lesser degree. Changes occurring in Berrien County are occurring in surrounding counties, but at a slower rate.

BERRIEN COUNTY

Location and boundaries.

Berrien County occupies the extreme southwest corner of Michigan. The county is shaped somewhat like a right-angle triangle, with Lake Michigan as the hypotenuse and the right angle in the southeastern corner. The eastern boundary of the county runs in a straight north-south line, a distance of about 34 miles. Bordering on the Indiana State line, the southern boundary of Berrien County extends some 31 miles westward to Lake Michigan. On the west the county line tapers sharply toward the northeast along Lake Michigan for a distance of about 43 miles. The northern boundary of the county is a short 7½-mile line. Berrien

---

[1] Data from U. S. Census, 1930.

[2] Sweet and sour cherries are the only exception to this pattern. Cherry acreage is concentrated in the west central and northwestern counties of Mason, Oceana, Leelanau, and Grand Traverse.

County enjoys a very favorable location with respect to available markets. Only 100 miles from Chicago, 200 miles from Detroit, and even less from the industrial areas of Illinois and Indiana, transportation problems are reduced to a minimum. Almost all of the fruits and vegetables move out by truck to consuming centers.

Industries.

Most of the industrial activity is concentrated in the twin cities of Benton Harbor and St. Joseph, but there are a number of plants, each employing several hundred workers, scattered throughout the county. In Benton Harbor and St. Joseph there are some 10 fairly large plants, employing a total of more than 6,000 workers and producing a variety of commodities such as automobile parts, washing machines, electric ironers, dies, castings, etc. This is exclusive of a number of small miscellaneous plants which employ up to 100 workers. Some of these smaller plants manufacture fruit packages in which local farm produce is marketed.

Resorts are found along the lake shore in Berrien County, and many of the smaller farmers in the interior of the county supplement their farm income by taking in summer-vacation boarders. There are also several large "resort farms" that concentrate on the summer-vacation trade and depend little, if at all, on their enterprise.

The fruit area.

Although the nonfarm industries play a significant role in the whole economy of Berrien County, agriculture, particularly fruit farming, is the major economic enterprise.

Large crops of various kinds of fruit are grown throughout the county except for three strips in the eastern, southern, and western parts. In the west there is a narrow, intermittent stretch of sand and dunes bordering on the lake. At only a few points to these barren patches extend as much as 1½ miles inland.

The southern belt.

Little fruit is grown in the southern part of the county. It is predominantly a general farming area. In addition to farming there are several large resorts on the lake shore and a few scattered industrial centers. This southern belt is approximately 3 miles wide at the lake and broadens to about 10 miles where it meets the eastern nonfruit area. The eastern strip is irregular in width and extends the entire length of the county, but does not exceed about 6½ miles at its widest point. Dairy, poultry, and general farms are found in the southern and eastern parts of the county.

Physical and economic conditions.

In general, a considerable portion of Berrien County enjoys the advantage of favorable soil and topographic conditions. There is, however, a wide range in these natural conditions.

"* * * the soils are diverse in character ranging from deep, loose, dry sands to heavy clays and are further characterized by a wide range in depth to water table, moisture, and fluctuations in moisture throughout the growing season. * * * Most of the land consists of smooth plains on which the local relief does not exceed 30 to 40 feet, but elsewhere plains are pitted, and some hilly land is present on which the local relief is 50 to 150 feet, on which slopes exceed the amount of level land, and on which lakes and swamps are components of the land types." [3]

The environmental and economic factors, climate and proximity to markets, combine to determine the type of crops grown. Furthermore, because these combined factors are so favorable, they compensate in significant measure for inferior conditions of soil and topography in many parts of the country. "A higher proportion of relatively poor soil, on a physical basis, is in use in this area (southwestern Michigan) than in some other parts of the State."[4]

"The influence of Lake Michigan makes possible the fruit areas along the eastern shore of the lake * * * [The lake] is especially marked in its influence on the length of growing season as it tempers both extremes in temperature. * * * the autumns are long and mild, and hence favorable for ripening fruit and hardening new growth on fruit trees, thus lessening winter killing. Summer temperatures along the shore are much more moderate than those across the lake or in the interior of the State." Thus, "The growing season is much longer along the Lake Michigan shore than inland * * * the growing season inland is 20 to

---

[3] Hill, E. B., Types of Farming in Michigan, Special Bulletin No. 206, Michigan State College, East Lansing, 1939, p. 17.

[4] Ibid., p. 17.

50 days shorter than along the lake because of the greater distance from the lake and the higher elevation."[5]

With its diversity of soil and topographic conditions, and with its lake-moderated climate, Berrien County is capable, physically, of producing a wide variety of farm products. Given these conditions, the particular crops grown are determined by the proximity to large local and out-of-State markets. "About 2½ million persons live in the major cities in southern Michigan. About twice that number are in near-by out-of-State markets. This large population has increased the local demand for farm products * * * of a high degree of perishability, products which tend to be produced near the markets because of transportation costs. Examples of such products are fluid milk, small fruits, vegetables, tree fruits, and poultry products.[6] Because of its favorable climate, Berrien County concentrates on fruit and truck crops rather than on poultry and dairy products which are found in other areas in the region.

Size of farms: Economic factors.

Land prices in the southwestern corner of Michigan have been high largely because of its proximity to markets, coupled with climatic conditions favorable to fruit production. This type of agriculture, furthermore, requires a relatively large and relatively long-term investment, since fruit trees do not produce before 3 to 7 years. These factors—high land values and large investments—result in a tendency toward maintenance of small and intensively cultivated farms in Berrien County.

The average size of Berrien County farms is 55.5 acres as compared with 96.2 for the State. Only four other counties in Michigan have an average of less than 60 acres per farm. Two of these, Cogebic and Keweenaw Counties, are located in the Upper Peninsula "* * * where the cost and effort involved in the clearing, combined with the uneven topography of the land, retard the development of farms of adequate size." [7] The other two are Wayne County, with an average farm size of 43.8 acres, and Macomb County, with an average farm size of 58.9 acres. Wayne County includes the large metropolitan area of Detroit and its suburbs; Macomb County adjoins Wayne County to the northeast. Here, again, proximity to large markets encourages intensive agriculture, in this case primarily truck, dairy, and poultry farming.

Table 1 shows the distribution of farms, by size of farm, for Berrien County and for the State of Michigan. In Berrien County 63.1 percent of all farms are under 50 acres, whereas only 32.3 percent of all the farms in the State fall into that category. Comparison with data from previous census years reveals that these relationships are of long standing, showing little tendency to change since the opening of the century.

TABLE 1.—*Distribution of farms in Michigan and in Berrien County, Michigan, by size of farms, 1940*

Size of farms	Number of farms		Percent of total	
	Michigan	Berrien County	Michigan	Berrien County
Total, all farms	187, 589	5, 324	100. 0	100. 0
Under 10 acres	12, 675	462	6. 8	8. 7
10 to 29 acres	18, 951	1, 710	10. 1	32. 1
30 to 49 acres	28, 833	1, 189	15. 4	22. 3
50 to 69 acres	14, 757	540	7. 9	10. 1
70 to 99 acres	43, 220	620	23. 0	11. 7
100 to 139 acres	29, 630	380	15. 8	7. 1
140 to 179 acres	18, 744	203	10. 0	3. 8
180 to 219 acres	8, 597	90	4. 6	1. 7
220 to 259 acres	5, 030	54	2. 7	1. 0
260 to 379 acres	4, 948	49	2. 6	1. 0
380 to 499 acres	1, 272	17	. 7	. 3
500 to 699 acres	539	5	. 3	. 1
700 to 999 acres	224	3	. 1	. 1
1,000 acres and over	169	2	. 1	(1)

1 Less than one-half of 1 percent.

Source: United States Census, 1940.

---

[5] Ibid., pp. 9–11.
[6] Ibid., p. 29.
[7] Ibid., p. 34.

Berrien County's high land values and large investment requirements are matched by its high rate of mortgage indebtedness. Mortgages are carried on 54.6 percent of all farms in the county, as compared with 46.3 percent for the State as a whole. On the other hand, only 11.2 percent of Berrien County farms are operated by tenants. This percentage of tenancy is low even for Michigan, which has a much lower tenancy rate (17 percent) than has the United States as a whole (38.7 percent).

Farmers in Berrien County, although they have suffered from depressed prices in recent years, and although many have had to mortgage their farms, have been able, on the whole, to maintain their status as individual producers. In the first three decades of the century farming was very profitable in the county. When the depression lowered farm prices, Berrien County farmers were financially able to carry on for some time. Few farms were lost prior to the extension of more liberal farm credit by the Federal Government. Furthermore, the impact of the depression was not as disastrous to Berrien County as to some other agricultural regions. Production was directed to the domestic market and was highly diversified. Most farmers raised several different crops, some of which, e. g. tomatoes and melons, could be changed from year to year as market demand changed.

Fruits and vegetables have become in recent years much more important elements in the national diet. Consequently, prices for Berrien County products did not fall as much as prices for staple export crops or for less necessary or less nutritive domestic products. In fact, as agricultural prices declined early in the decade, Michigan fruit and vegetable producers found their competitive position improved. Rigid transport charges made it increasingly difficult for producers and packers of Arkansas strawberries, California grapes, pears, and peaches, and Washington apples to ship to Chicago, Detroit, and other midwestern and northeastern markets. Berrien County producers, on the other hand, were in a position to ship to these markets by truck at extremely low rates, permitting them to sell at prices which, while they were low, usually yielded some net income. They were able to realize more on such products than on field crops, and dairy and poultry products, which suffered competition from other regions as favorably situated as their own.

Marketing.

The favorable location of Berrien County with respect to consuming centers has been emphasized. The short hauls to these centers can be made almost entirely by ordinary truck; refrigerated trucks or railroad cars are used infrequently. Five major methods are used by farmers in disposing of their products.

1. Most important of the outlets is the Benton Harbor fruit market. On this market from 40 to 50 percent of all fruits and vegetables grown in the county are sold directly by the growers to buyers for chain stores, brokers, and wholesalers, or to transient buyers who dispose of their purchases over wide areas. Commission merchants also maintain representatives on the market but most transactions are sales for cash.

The present market facilities were established in 1931 by the city of Benton Harbor, which operates the market as a nonprofit community enterprise. Prior to the establishment of the present facilities transactions were carried on between buyers and growers in the streets of Benton Harbor and adjacent areas. Most of the farmers selling on this market are small operators and most of the loads are small loads except at the height of certain crop seasons. Large operators use the market when prices are good or when other outlets are inconvenient or not available for particular types of produce.

The open-market arrangement has many advantages for the farmer. He is in a position to bargain with buyers; he can find out easily what prices other growers have received; and, most important of all, he is paid in cash for his produce. On the other hand, he is subject, to some extent, to the pressures of practiced buyers. There is no evidence of any organized attempts on the part of buyers to depress prices but that effect is sometimes achieved by tacit understandings among buyers. Perhaps the greatest disadvantage for the farmer is the fact that the sale of his produce takes so much time. It is not unusual for a farmer, after he has driven to market, to wait 2 or more hours before selling, in the expectation that bids will improve.

To meet the competition offered by other marketing outlets the Benton Harbor market has encouraged farmers to provide better packs, better quality, and more standardized grading. The Michigan Department of Agriculture has an office on the market grounds and furnishes produce inspectors who are on duty during trading hours.

During the 1940 season 113,681 loads of Berrien County fruits and vegetables left the Benton Harbor market destined for 536 communities in 29 States. Shipments, by truck, went as far as Florida, Texas, Arizona, and North Dakota. These, however, were exceptions. Seventy percent of all shipments went to cities in Michigan and to the nearby States of Illinois, Indiana, Ohio, and Wisconsin.[8]

2. From time to time cooperatives have been established to handle farm produce in Berrien County. Some of these organizations that began as cooperatives have become private stock companies at the insistence of the larger grower-stockholders. These organizations grade, pack, and sell the fruit grown by their stockholders. They handle fruit for outsiders when their facilities are not being fully utilized by their stockholders, but in normal production years the amount of outside fruit handled is small.

Two fruit-packing plants in the county are operated on a quasi-cooperative basis. But membership fees are high and there is no desire to increase membership. Both these quasi-cooperatives and the corporate packing plants sell farm equipment and supplies.

The packing plants offer standard grade and high quality packs and can therefore secure the desirable business of large chain store and wholesale buyers. The manager of one large exchange estimated that prices on peaches sold through the exchange will average between 15 to 20 cents per bushel higher than prices at the Benton Harbor market. The same source indicated that although there is no desire to expand membership in the existing exchanges, the establishment of more such organizations in the area would be welcomed because they would tend to standardize and improve the quality of Michigan fruit and consequently raise prices. Whatever competition existed among exchanges, it was stated, would be more than offset by higher prices which would result from the improved reputation of Michigan fruit packs.

At the present time there is close cooperation among the exchanges with respect to prices. Two years ago four large exchanges in Berrien County maintained agreements on price ranges and packed under the same brand label. This branded produce of uniformly high quality was attractive to large chain store and other buyers and gave the cooperating exchanges an additional advantage. Last year, although daily contact on price was maintained, the crop and prices were poor and cooperation among the exchanges was not quite as effectively carried out. This year both price agreements and the use of uniform labels among the four exchanges will be maintained. Beyond this some thought is being given to the possibility of selling the produce from all the exchanges through a single organization.

The cooperation among the exchanges is the only organized attempt to influence prices and to control marketing outlets. These exchanges operate for the exclusive benefit of their stockholders. The large number of small farmers can neither join them nor raise sufficient capital to set up effective organizations of their own.

Farmers who dispose of their produce through the packing plants are generally the larger growers in the county. Plant managers point out that it is very costly to handle fruit in small amounts. Machinery has to be cleared of one farmer's fruit before another's load can be worked. The larger the load the less time is lost and the lower are packing costs. Bookkeeping costs increase rapidly as small loads are accepted. Consequently packing plants are interested in doing business with farmers who can furnish considerable quantities of a single crop. Since most farms are small and highly diversified, the number raising a sufficient amount of a particular crop to interest the packing plants is relatively small.

However, not all large growers sell through packing plants. Some prefer to grade, pack, and sell their own produce even though they may themselves be stockholders in the exchanges. It appears that a large grower who manages his own farm, or is able to hire a sufficiently capable manager, can grade, pack, and sell for less than it costs the exchanges.

3. An indeterminate volume of produce is marketed directly from farms in Berrien County. Chain stores, brokers, and wholesalers, usually from nearby markets, particularly Chicago, send their trucks direct to farms with which they make day-to-day arrangements for the purchase of produce. No reliable estimates

---

[8] Data concerning the Benton Harbor market are taken from the 1940 bulletin published by the market.

of the quantity of produce marketed in this fashion could be obtained, but all observers agreed that the percentage is considerable.

4. One large fruit and vegetable cannery is located in Berrien County, and absorbs considerable quantities of asparagus, tomatoes, cherries, peaches, and pears. Purchases by the cannery are made by contract with growers. Tomatoes are contracted for on an acreage basis before the planting season. Contracts for all other products are signed just before canning begins. The purchase of large quantities of produce for canning tends to improve prices received by farmers. This advantage is minimized, however, because the canning company will not discuss prices until the fruit is ready to pick, at which time offers are made in terms of flooded fresh-fruit markets. When cannery prices are set, fresh-fruit buyers have a lever with which to keep market prices down.

5. Proximity to large population centers has encouraged the widespread establishment of roadside markets, although these markets dispose of the smallest proportion of the county output.

Farmers in the county continually change from one marketing method to another. When prices are high on the cash market the flow of produce over that market will increase. Large growers ordinarily selling through a packing plant also will turn to it, and sometimes the exchanges will do likewise. On the other hand, if prices sag at the market, the cannery will get more offers of produce. The competition among these five produce outlets has the tendency of keeping prices at maximum levels permitted by the consumer demand. Because of the alternative outlets, no one outlet has been able to dominate prices or to control the marketing process. While farmers have felt certain pressures, they have been able to thwart control of prices or production by the simple expedient of changing their selling connections.

Local labor supply.

Employment opportunities in nonfarm industry in Berrien County have provided a source of additional income and stability to large numbers of farm workers and small farmers. At the same time the large body of farm workers and small farmers has provided a source of stable and relatively cheap labor to local nonfarm industry.

In the present survey an attempt was made to determine the extent to which local industries draw upon the farm-labor supply. For this purpose questionnaires were distributed in a plant employing about 900 workers. Preliminary figures, shown in table 3, indicate that over 55 percent of the workers whose questionnaires have been received and tabulated have farm-labor backgrounds. In this sample of 507 male workers, approximately 11 percent are currently engaged in part-time farming. Including the part-time farmers, 24 percent of the tabulated sample have worked on farms during the past 5 years.

Union as well as company officials indicated that this plant has a smaller proportion of people with recent farm experience than any other plant in the area. The reason given was that the work was more desirable at this plant than elsewhere. Workers employed at other plants on more difficult or less desirable jobs, in foundries for example, attempt over long periods of time to secure employment in the plant that was circularized in this survey. It was stated, therefore, that although large numbers of farm workers would be found in this plant, many more would be long-standing industrial workers further removed in time from their farm employment than workers in the other plants in the area.

TABLE 2.—*Farm labor background of male workers currently employed in a Berrien County, Mich., industrial plant*

[Preliminary data based on 507 questionnaires received and tabulated to date]

[Roman numerals indicate numbers of workers; numerals in italics are percentages]

Total workers	507
With farm labor background	282
Proportion of total	*55 5*
Without farm labor background	225
Proportion of total	*44. 5*
Living on farm as owner or tenant	56
Proportion of total workers	*11. 0*
On farm for 5 years or less	38
Proportion of total operators	*67. 9*

Not living on owned or rented farm	451
Without farm labor background	225
With farm labor background	226
Total reporting most recent date of farm employment	203
Worked on farm prior to 1930	69
Proportion of total reporting	*34.0*
Worked on arm between 1930 and 1935, inclusive	66
Proportion of total reporting	*32.6*
Worked on farm between 1937 and 1941, inclusive	68
Proportion of total reporting	*33.5*

Available evidence is unanimous that owner and renter operators as well as local farm workers are entering industrial activity in steadily increasing numbers.

The effect on industrial wage rates of the labor supply available on farms is indicated in the following table by comparisons with other areas. The differences exist despite the proximity of Berrien County to several large industrial centers. The relatively low level of Berrien County's industrial wages has been attributed to a large available supply of farm labor accustomed to relatively low wages.

TABLE 3.—*Current hourly rates in union plants and plants paying union wages, selected areas*

Location	Unskilled	Semi-skilled	Skilled
Dayton, Ohio	$0.65	$0.85	$1 to $1.40.
Fort Wayne, Ind	.65	.85	$1 to $1.40.
South Bend, Ind	.65	.90	$1.10 to $1.50.
St. Joseph and Benton Harbor, Mich	[1].60	.70	$0.85 to $0.90.

[1] Unionization during the past 3 months has brought an increase in unskilled rates from 45 to 60 cents per hour.

Source: Local organizer for U. E. R. and M. W. A., Congress of Industrial Organizations.

Because the industrial wage scales are generally lower in Berrien County, there has lately been a tendency for workers to commute or migrate to other nearby centers of industrial activity. And at the same time a rapid and intensive unionization of industrial workers is taking place in the county.

As compared with industrial rates of pay shown in the above table, farm wages were generally 15 to 20 cents per hour in 1940 and 20 to 25 cents per hour in 1941 in Berrien County. During the peach harvest some farmers were paying 30 cents per hour. These rates usually included some type of shelter or camping space.

Seasonal labor demand.

Demand for harvest labor in southwestern Michigan begins in early June and continues throughout the summer until the latter part of October. The largest number of workers is required for the overlapping berry and cherry harvest in June and July.

Strawberries begin to ripen about June 1 and at the height of the season provide employment for from 4,000 to 5,000 workers. By the end of June cherries, raspberries, dewberries, and blackberries are ready to harvest, and these crops require from 10,000 to 12,000 workers.[9]

After the berry harvest is finished there follows a relatively slack period of 2 or 3 weeks, the length depending on weather condition. Apples begin to mature at this time but the total labor demand is at the lowest point for the harvesting season. Early peaches are ready to harvest by the end of August, the peak being reached by the middle or the end of September. Pears, grapes, tomatoes, melons, and apples add to the demand for labor through September and October. During the peak of the peach season from 7,000 to 10,000 workers are needed for picking and packing operations in the county.

The demand for seasonal labor has increased considerably in the past decade. Table 4 shows a marked expansion of berries, cherries, peaches, tomatoes, and melons between 1930 and 1940. Increases are shown in number of both bearing (51.4 percent) and nonbearing (123.7 percent) peach trees and of bearing cherry trees (117.8). On the other hand grapes, still an important crop, are declining in importance rather rapidly. During the decade 1920–30 the number of bearing grapevines increased by 245 percent.[10] With the repeal of prohibition,[11] and because of grape diseases, many vineyards were turned to the production of other crops. The number of vines in 1940 was little more than half the number in 1930. Grapes, however, do not reqiure the large numbers of harvest workers that are required for other fruits and berries. Tomato and melon acreage fluctuates greatly from year to year. Acreages increase when fruit crops are poor; tomatoes and melons are planted to supplement income, and decrease when those crops are heavy.

---

[9] These and other estimates of labor demand are based on statements made by farmers and other persons familiar with the agriculture of the county.

TABLE 4.—*Acreages or number of trees, selected crops, Berrien County, Mich., 1930–40*

	1930	1940	Percent increase or decrease, 1930–40
Strawberries, acres	1, 930	2, 972	+54. 0
Raspberries, acres	4, 575	5, 760	+26. 0
Blackberries and dewberries, acres	1, 134	1, 271	+12. 1
Cherries:			
Trees not of bearing age	80, 490	84, 116	+4. 5
Trees of bearing age	89, 628	195, 187	+117. 8
Peaches:			
Trees not of bearing age	444, 565	994, 281	+123. 7
Trees of bearing age	763, 852	1, 156, 672	+51. 4
Apples:			
Trees not of bearing age	250, 143	164, 978	−34. 0
Trees of bearing age	434, 803	587, 930	+35. 2
Pears:			
Trees not of bearing age	38, 822	76, 221	+96. 3
Trees of bearing age	331, 550	325, 934	−1. 7
Grapes:			
Vines not of bearing age	301, 339	96, 041	−68. 1
Vines of bearing age	7, 557, 244	4, 407, 122	−41. 7
Tomatoes, acres	1, 439	3, 541	+146. 1
Melons, acres	1, 261	1, 532	+21. 5

Source: U. S. Census, 1930, 1940.

The rapid increase in the acreages of labor requiring crops after 1930 may be explained by three factors: (1) The improved competitive position, already described, in fruit and vegetable production as prices declined, (2) the increased emphasis on fruits and vegetables in the national diet, and (3) the supply of cheap harvest labor made available by agricultural and industrial depression and by the drought in the plains areas.

As the increased plantings of berries and fruits come into production it may be expected that the demand for harvest workers will gradually rise. This will certainly be the case in the immediate future as trees already planted begin to bear. With improving prices for fruits and vegetables and with increasing emphasis by Government officials upon the desirability of expanding such crops at the expense of field crops, it appears likely that this increase in the Berrien County seasonal labor demand will continue as long as suitable land is available for expansion.

Seasonal labor supply in agriculture.

Prior to 1930 the demand for migratory seasonal workers in southwestern Michigan was small. Farmers diversified their plantings in such a manner that most of the harvest work could be handled by family labor. Itinerant single workers furnished such labor as could not be supplied by farm families or local people.

After 1930 acreages in labor-requiring crops expanded rapidly, as described in the preceding section. A factor explaining this increase was the large supply of cheap labor available after 1929. This was partially a result of the general industrial depression which made many local nonagricultural workers available for farm employment. More important, however, were the distressed conditions of 'plains agriculture, brought on by depression and intensified by drought. Throughout the decade people from Arkansas and southeastern Missouri formed the largest part of the migratory farm worker supply in the area. This attraction to Berrien County was explained very largely by publicity the county received in Arkansas in 1931. At that time many people in Arkansas were suffering seriously from the effects of the severe crop failure of the 1930 season. Citizens of Berrien County undertook to alleviate this suffering by collecting and shipping to Arkansas truckloads of food, clothing, and other necessities. The gesture of good neighborliness was widely publicized in Arkansas. Berrien County, Mich., became to many people in that region of the South an oasis toward which they turned their conveyances when dislodged from their land.

---

[10] U. S. Census, 1930.

[11] Enactment of the eighteenth amendment resulted in the purchase of large quantities of bulk grapes for use in nearby population centers. This demand ceased when wine from more distant vineyard areas was again legally available.

A small initial migration was sufficient to stimulate a large movement. Reports of high wages filtered back by letter and by word-of-mouth. Reports of earnings of $5 and $6 a day picking cherries or peaches failed to mention that these earnings were made only on special days which were few in number. The movement grew steadily throughout the decade.

In July of 1940 the Labor Division of the Farm Security Administration conducted a survey of migrant workers in Berrien County.[12] Detailed schedules were taken from 120 single workers and from 137 heads of families. It was found that 106, or 41.2 percent, of the persons interviewed considered Arkansas as their permanent residence. Missouri was considered "home" by 55, or 21.4 percent. In 1941, a year later, farmers, officials, and other observers agreed that the percentage of people from Arkansas and Missouri had increased considerably over the previous year, estimates ranging between 75 and 90 percent.

Migration to Michigan is seasonal. Most of the workers return to Arkansas or to other Southern States in the fall to supplement their earnings by cotton picking. Fears are occasionally expressed by local residents that these migrants will remain in the county during the winter and become a relief burden. While some relief is extended to migrants before harvesting starts, and during slack periods in the summer, almost all migrants leave at the end of the season without pressure and without assistance.[13]

The majority of these workers return to Berrien County year after year. In the Farm Security Administration study, it was found that only 87, or 34 percent, of those interviewed were in the county for the first time. On the other hand, 68, or 26 percent, had worked one or more previous years for the employer for whom they were working at the time of the survey.

Opinions differ as to the quality of the labor supply. Some farmers believe that the southern workers are shiftless and lazy and will hire them only if they can secure no other workers at the wages they are willing to pay. This attitude probably is due largely to the fact that farmers often expect migrants born and raised on southern cotton farms to handle efficiently specialized tasks such as milking, pruning, or spraying, for which some experience is needed. Most employers, however, are well satisfied with southern labor, some asserting they prefer it to local labor. The manager of a large Benton Harbor fruit-packing plant stated that he has been using southern labor for 4 years and found it very satisfactory. An official of the local cannery summed up the situation in this way, "They are like any other group. Some of them are dumb as hell; some of them are mighty fine people." As local industrial employment opportunities increase, farmers are depending more and more, whether they like it or not, on migratory southern workers untrained for and generally unable to obtain regular industrial employment.

Labor recruiting.

Until 1941 no labor-recruiting system was necessary in southwestern Michigan. In 1932 one large grower is the county made a trip to Arkansas and arranged to import by truck about 200 workers.[14] The initiative, however, has in general been taken by the workers rather than by the employers. They left Arkansas because of necessity—they went to Berrien County because they were told something about conditions there. As pointed out above, many families have returned year after year to work for the same farmer. Correspondence between the employer and his workers informed the migrants of the condition of the crops and as to when work would be available. When workers arrived in Michigan they went either to the farm on which they had previously worked or they applied for work from farm to farm. Farmers, assured of an abundant supply of workers, found no necessity of organizing a recruiting service.

---

[12] A report based on this survey is included elsewhere in this volume.

[13] Chicago hearings of select committee, pt. 3, pp. 1243, 1244.

[14] Ibid., p. 1236.

In 1941, however, newspapers and periodicals all over the country carried stories of anticipated labor shortages due to industrial expansion. Farmers became concerned and began to act. Michigan Fruit Sponsors, Inc., an organization of growers and fruit exchanges, formed to advertise southwestern Michigan agricultural products, had been using time on Chicago radio stations WLS and WMAQ. In April and May, well before the cherry and berry harvest, this organization inserted announcements in their regular programs relative to labor shortages in fruit areas of the State. These announcements continued from time to time as the season developed.[15] The determination of whether or not a shortage was imminent was made by the director of publicity of the organization after consultation with members of the board of directors. No check was made with the area office of the Michigan State Employment Service to see how much unemployed labor was available or to secure the judgment of the State officials as to how best to remedy any employment situation which had arisen.

The results of this attempt at radio recruiting are uncertain. The stations which were used serve principally areas which have not been important sources of Michigan fruit workers in the past. Of 68 inquiries received by the Benton Harbor Chamber of Commerce concerning these announcements, 38 came from Illinois, 17 from Indiana, 6 from Wisconsin, 3 from Michigan, and 2 each from Iowa and Missouri. Most of those who wrote were workers seeking year-round farm jobs or high school and college boys interested in steady jobs for the summer.

These announcements may have contributed to the increase in supply of migrant workers in the early part of the season, a condition discussed in a following section.

During the 1941 season the Michigan State Employment Service established a systematic attempt to place agricultural workers. An employment office was established on the grounds of the Benton Harbor Market and posters were sent out, urging farm workers to apply. Upon application at the office, workers were referred immediately to jobs in the surrounding area, or, if no job orders were on file, were told to report back from time to time. The records kept of applicants were meager—a mere listing of the name of the applicant and the number of workers in his party. More detailed records were not kept on the grounds that applicants rarely had permanent mailing addresses and were continually moving from place to place in search of work.[16]

The employment service at the beginning of the season prepared and sent to over 5,000 farmers in the area work orders to be filled out and returned as soon as it was possible to determine needs. By May 30, 464 of these orders had been returned. By August 13 approximately 2,400 agricultural placements had been made and no orders had gone unfilled for either seasonal harvest hands or for regular farm hands.

This agricultural placement service in its first year of operation suffered from several handicaps. Workers registered only after exhausting the possibilities of getting work for themselves. The office was of necessity located in Benton Harbor, the center of marketing activities and of farmers' business, but not the center of the producing region. This location made it necessary for workers, in order to use the service, to drive in from outlying fruit areas to the office and then out again. Most farmers, accustomed to having plenty of workers apply at the farms, neglected to use the service until late in the summer when it was evident that the usual oversupply of labor was not forthcoming. Then the requests were often received only when crops were ready to pick, making it impossible for placement officials to advise workers of jobs available in the near future.

In 1941 for the first time, Mexican workers from sugar-beet areas appeared in the southwestern fruit counties during the period between sugar-beet hoeing and sugar-beet topping. Fruit and vegetable growers, and other people interviewed, seemed pleased at this development and look to its growth to offset anticipated labor shortages in coming seasons. Several reasons were given to account for the enthusiasm expressed in this regard. Mexicans are thought to be excellent workers who won't leave in the middle of the season. The farmer has to deal with only one or two leaders in order to provide himself with a crew.

---

[15] In reply to a request from the committee's staff for dates and transcripts of these announcements station WLS replied, "We are sorry that we cannot give you transcripts of the announcements regarding the need for farm laborers in southwestern Michigan, since these were ad lib and not from script, but simply explained the situation informally on our noon 'farm program.'"

[16] Factual information concerning the placement service was furnished by W. T. Arend, manager, and George Daly, farm representative, Benton Harbor office, Michigan State Employment Service.

Migrant living and working conditions.

Living and working conditions of southwestern Michigan fruit workers are described in detail elsewhere in committee hearings.[17] These data are supplemented in the present volume by the study of the Farm Security Administration made last year. This study reveals that during the week preceding the interviews, 411 people earned an average of $2.89. In that week the cherry harvest was almost ended, and work was scarce. However, those interviewed (single men and family heads) reported an average yearly income from earnings of only $394. This figure includes the contribution to earnings by all family members.

This study also confirms reports on the inadequacy of housing for migrants. Only 39 of the 257 persons interviewed were living in houses, 55 in labor cabins, 16 in garages, and 7 in barracks. The remaining 140 were living in makeshift shelters ranging from barns, tool sheds, and chicken sheds, to cellars, tents, and truck bodies. Generally shelter or space was furnished without charge. Only 16 persons reported that they paid any rent.

The Farm Security Administration has considered the establishment of migrant labor camps in the county in order to alleviate the housing conditions during the harvest season. Strong opposition was manifested to such a program. At a public meeting called to discuss the question some growers expressed the fear that the establishment of such camps would lead the workers to organize unions. Others expressed the belief that the health and public order of the county would be threatened by concentrations of agricultural workers. According to the Benton Harbor News-Palladium, "Growers attending last night's meeting were mostly large producers who employ large numbers of migrant workers each year. Most of them opposed the proposal for camps, but the limited representation of small growers appeared to favor the plan."[18]

Some of the larger growers prefer that the migrants live on or near their farms so that they will be immediately available when they are wanted.

Labor shortage.

It has already been mentioned that the farmers of Berrien County became concerned about labor shortage before the harvesting season began. This concern appears to have been caused by newspaper reports and encouraged by data released from time to time by the Agricultural Marketing Service of the United States Department of Agriculture.

The Agricultural Marketing Service collect their data through the medium of questionnaires mailed to farmers who serve as crop reporters. Included in these reports are estimates on the supply of, and the demand for, farm labor as a percentage of normal. Instructions to reporters are to "Report percent of present farm labor supply and demand at current wage rates, in comparison with the normal supply and demand at this time of year.[19] From the two figures thus secured the Agricultural Marketing Service calculates the supply as a percentage of demand. The Agricultural Marketing Service has long emphasized that their reports on the supply of, and demand for, labor refer to the situation existing at "current wage rates." They have also insisted that "The supply and demand percentages serve only as a relative indication of where farm labor is considered to be ample or short and are not useful as a basis for definite quantitative measurement of a deficiency or surplus of farm labor." [20]

The service reported the April 1 supply of farm labor in Michigan to be 66 percent of demand. By July 1 the ratio had fallen to 50. These figures were the lowest of any State in the country. The U. S. Department of Agriculture's Michigan office in a bulletin published in January of 1941 stated:

"In years when industrial employment is at a high level, many laborers move from rural districts into the cities, and the supply of farm labor is reduced below the level of the number needed for agricultural production. Such a situation has prevailed during 1939 and 1940. During these 2 years industrial activity has steadily moved upward, and the ratio of supply to demand with respect to farm labor has declined almost as uniformly. It is interesting to note the comparison of this ratio at the present time with that which prevailed during the worst depression years, 1931 to 1934. With a further market increase in industrial activity in prospect for at least the next 1 or 2 years, it is probable that Michigan farmers are facing the most serious shortage of farm labor in the history of the

---

[17] Chicago hearings, pt. 3, pp. 1220–1271.

[18] December 20, 1940.

[19] 1941, General Schedule, Form C. E. 2 5777, Agricultural Marketing Service, U. S. Department of Agriculture.

[20] First Interim Report of Select Committee, p. 47.

State * * *. A short supply of farm workers will add to the difficult situation for fruit and truck crop growers whose operations require the employment of a large number of extra workers for certain definite periods during the crop season."[21]

These figures and statements, based originally on reports and opinions of individual farmers lent authoritative weight to complaints of labor shortage and occasional increasing concern among those interested in Michigan agriculture.

Validity of Estimates in Light of Experience.

There undoubtedly has been a scarcity of general farm labor, at current wage rates, in Michigan this year. However, the scarcity of harvesting labor in the fruit and vegetable areas of the southwestern part did not materialize until late in the summer, and with the exception of one short period, was never so serious as to cause crop losses.

Farmers in Berrien County and other southwestern counties complained about their inability to hire dairy help and general farm hands. Many workers, sons of farmers and hired hands, had left the farm. Some had been drafted. Many more had been lured to industrial plants by wages far above those that farmers felt they could pay. Many farm operators themselves had taken jobs in nearby manufacturing plants. The result was a scarcity of relatively skilled farm labor—labor trained for such operations as tractor driving, pruning, spraying, milking, and supervising harvest workers. Farm hands and sons of farmers are not remaining on farms at $40 to $50 for thirty 10- to 14-hour days when they can earn perhaps three times that much, or more, for four 40-hour weeks. Moreover, farmers who have complained about a shortage of hired hands have not, in many cases, sought the help of the employment service. On August 13 the manager and the farm placement representative of the Benton Harbor office of the Michigan State Employment Service stated that that office had been able to fill all requests for seasonal labor, dairy hands, and general farm hands, as of that date.

With regard to the supply of seasonal labor in southwestern Michigan, not only were shortages absent, but there was an actual over-supply until after Labor Day. Both the berry and the cherry crops were large. As pointed out above, farmers became worried and attempts to secure labor were intensified. But in August all persons contacted in the region agreed that the supply of labor had been greater than in any previous year—and more than enough to satisfy the demand. As one county official put it, "Why, we had plenty of labor during the cherry season; turned them away by the dozens. Everybody was happy."

The most authoritative statement in this connection was made in a letter to the committee staff by Mr. W. A. Godfrey, secretary-treasurer of Michigan Fruit Canneries, Inc. He stated, "I have talked with growers relative to labor shortages for picking peaches. With the influx of labor when it was most needed during the cherry and berry season, there was more than ample help. These people were without employment for some time and a big percentage returned to their homes in the South. It now appears for a short period during the harvesting of Elberta peaches that there is an acute shortage. My observations would indicate that this is for a period of approximately 2 weeks only.[22]

During the last 2 weeks of August and the first week in September growers were beginning to worry about the adequacy of the supply of peach pickers when the peak of the peach harvest was reached. Apparently these fears were somewhat better founded than those felt earlier. By September 5 orders in the farm placement office were in excess of workers available. Mr. Godfrey, in the letter quoted above points out a 2-week shortage in peaches during September. The investigators have been informed, however, that no actual crop losses clearly resulting from labor shortage have been sustained during this period. A letter under date of September 18 from Mr. Edward L. Cushman of the Michigan State Employment Service, Detroit, to the committee states:

"In reply to your letter of September 8, 1941, addressed to Mr. Daly, you are advised that it is difficult to determine whether or not any peaches were actually lost because of an inadequate number of pickers and packers.

"A study that was made showed that about 125,000 bushels of peaches were not marketed, but that this condition cannot be attributed solely to the lack of help. During the harvest of this crop the weather was unusually warm for a few days and as a result the crop ripened in advance of the time originally anticipated. In many instances peaches which were too ripe for marketing were sold at reduced prices for local consumption."

---

[21] U. S. Department of Agriculture, in cooperation with Michigan State Department of Agriculture, Lansing, Mich., 1941. *Annual Crop Summary, 1940.*

[22] Letter to committee, dated September 2, 1941.

It appears, then, that while there has been a scarcity of general farm labor at current wage rates, the shortage of seasonal labor, to the extent that it developed at all, was vastly exaggerated.

Mr. Godfrey's letter, quoted above, indicates that the influx of labor in the early part of the season was so great that many migrants could not find employment and returned to their States of origin.

The over-supply of labor in Berrien County has therefore been ascribed in some measure to publicity given to supposed shortages, based on data supplied by the Agricultural Marketing Service. It appears that data of the Agricultural Marketing Service not only failed to prove "of real value as indicators of the need for hired help and the availability of persons to fill this need,[23]" but actually occasioned or substantiated misleading reports of labor shortage.

Experience in Michigan during the 1941 season also has raised the question whether any estimates of farm labor supply and demand can be other than inaccurate when they are made on a State-wide basis. The estimates for Michigan released by the Agricultural Marketing Service reflect in a general way the situation existing on general and dairy farms at current wage rates. They are not applicable to the fruit and vegetable areas nor to other areas using large amounts of seasonal labor. Column 3 of table 3 shows the average expenditure for labor of farms in Michigan, by type of farm as reported in the 1930 census.[24]

TABLE 5.—*Cash expenditure for hired labor—by type of farm, Michigan and Berrien County, Mich.*

Type of farm	Michigan			Berrien County	
	Percent farms (1)	Percent expenditure (2)	Average expenditure (3)	Percent farms (4)	Percent expenditure (5)
All farms	100.0	100.0	$117	100.0	100.0
General	33.0	20.8	74	15.5	7.8
Cash grain	1.2	.9	91	1.3	.4
Crop specialist	9.8	9.5	113	2.1	1.2
Fruit	3.6	12.7	412	45.0	65.1
Truck	2.1	5.4	298	2.5	3.8
Dairy	24.0	23.9	117	9.3	9.2
Animal specialist	4.2	8.3	231	1.0	4.1
Poultry	3.6	3.0	71	2.9	1.5
Self-sufficient	5.3	.5	11	3.3	.2
Abnormal or unclassified	13.1	15.7	140	17.2	6.6

Source: United States Census, 1930.

It will be noticed that while only 3.6 percent of all farms in the State are fruit farms, these farms spent 12.7 percent of the cash expended for labor, an average of $412 per fruit farm as compared with $117 average for all farms. These figures indicate that fruit farms which hire large numbers of workers for short periods are more important from the point of view of labor requirements than are the more numerous general or dairy farms that require one, two, or a few men for the whole year.

In Berrien County 45 percent of all farms are fruit farms (column 4). These fruit farms expend 65.1 percent of all money spent for labor (column 5). General farms and dairy farms combined represent 24.8 percent of all farms (as compared with 55 percent for the State as a whole) and expend 17 percent of the amount spent for labor. It would be an error to select an equal number of general, dairy, and fruit farmers to serve as reporters of labor supply and demand in Berrien County since fruit farms are so much the more important in the structure of the county and so overwhelmingly important from the standpoint of labor expenditures. Berrien County general farmers have some idea of the supply and demand of harvest workers in their county, but general and dairy farmers to the east and to the north cannot be expected to have any exact information of conditions in Berrien County or other seasonal crop regions. Estimates of labor supply and demand are heavily weighed by the opinions of these general and dairy farmers, because the data are collected and the estimates made on a State-wide basis. This explains why the supply and demand ratio for Michigan stood at 50 at a time when there was plenty of labor available in southwestern fruit areas. The 50 ratio was the result of estimates of supply and demand based on the ability of crop reporters to hire one or two general farm or dairy hands.

---

[23] Agricultural Marketing Service, A New Technique for the Estimation of Changes in Farm Employment, January 1940.

[24] 1940 data not yet available.

A memorandum to the committee from the Department of Agriculture states, "If, as appears likely, the migratory class of labor is less fully represented in the reported series than regular farm hands, this would tend to minimize rather than exaggerate the 'swings.' "[25] In the case of reported shortages, this would be true only if those crop reporters who make their estimates in terms of seasonal labor requirements reported shortages of greater magnitude than the shortages reported by other crop reporters who report in terms of shortages of year-round hired hands. If estimated shortages were of the same magnitude for both types of labor there would be no tendency to minimize or exaggerate the "swings." If, on the other hand, shortages are believed to exist by those who report in terms of hired hands, but not by those who report in terms of migratory workers, and if the migratory class is less fully represented in the series, then it follows that the "swings" will be exaggerated.

Exaggerated estimates of shortages appear in southwestern Michigan and elsewhere. Farmers in many regions are complaining about the way in which the draft and industrial acitivity are siphoning off their regular farm help. But few migratory workers are fitting into the industrial boom. Some are getting the more unskilled jobs; others are filling farm vacancies created by the departure of more experienced farm sons and farm hands; most of them are still available for seasonal harvest work in the usual areas. Reliable farm labor estimates can be made only on the basis of small areas delineated on a type-of-crop basis. Even then, inaccuracies would result unless a clear-cut division was made between seasonal labor and regular farm hands in the reports.

Next year, and in subsequent years during the emergency, farmers in this area may find their usual labor supply curtailed. Some Arkansas and Missouri migrants expressed the belief that with cotton-picking wages at $1 a hundred pounds they could realize a greater yearly net income by staying in the South. Higher wages in Michigan will be necessary to overcome the preference of these migrants to stay at home. It is possible that a greater scarcity of labor, at wage rates farmers now believe they can pay, is in prospect.

With regard to shortages of regular farm hands, changes are taking place similar to those in the field of seasonal labor. Retired farmers are resuming the operation of farms previously managed by sons or employees. Women are handling light work for which sufficient farm hands are not available. As long as the disparity between farm and industrial wages remains so great, it is to be expected that this situation will continue. There is, of course, a possibility that the shortage of farm hands will be eliminated by industrial lay-offs occasioned by defense priorities and by the failure of defense industries to absorb the workers dismissed as consumer-goods industries are curtailed. Industrial workers of recent rural origin may return to farms when faced with industrial unemployment.

Many farmers are mechanizing their operations. Actual or anticipated labor shortages may be partly responsible, although other factors probably are more important in explaining this tendency. Sales of farm machinery have been increasing since the introduction of tractors and equipment adapted for relatively small acreages and diversified agriculture. The increase in sales has been at a much greater rate this year.

Most tractor sales are made in the spring of the year. Implement dealers estimate their sales of tractors and equipment this year to have increased from 40 to 80 percent over the same period last year. Most of the sales accounting for the increase were made to the operators of small farms. Labor shortages are not the major cause of tractor purchases by these small operators, since they hire little or no help. Some of these farmers are buying tractors so that they can take jobs in industry and do their farming in their free hours. Most sales can be accounted for, however, by the fact that only in the last 3 years have small, low-priced tractors been available. As farm income has risen, more and more small farmers have invested in farm equipment, many of them believing that if they don't buy this year, prices will be too high for them to buy later. So far there is little evidence in southwestern counties of a tendency for farmers to attempt to buy or rent more land in order to utilize machinery more economically. When, and if, the present boom is over and farm prices sag, farmers will probably be forced to utilize their machinery to its full capacity in order to meet the charges against their operations. This situation will make it imperative to expand acreages whenever possible.

---

[25] First Interim Report of Select Committee, p. 48.

EXHIBIT 53.—THE EASTERN MICHIGAN SUGAR-BEET REGION

REPORT BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

The Saginaw Valley district of east-central Michigan has felt the impact of the national-defense program, principally as it has affected the migration of sugar-beet labor. Michigan is one of the leading sugar-beet-growing States in the country,[1] and annually imports between 7,000 and 12,000 workers from other States to meet the major part of the demand for additional labor in the sugar-beet fields.

About 65 percent of the total beet acreage harvested in the State each year is concentrated in the seven counties that comprise Saginaw Valley (see table 6) and a commensurate proportion of the beet-labor supply is assigned to work in that region.

Labor migration to the sugar-beet districts of Michigan differs from the influx of workers into the western counties of the State in two ways. First, most sugar-beet labor is recruited and assigned to particular work areas in an industrially organized manner under the supervision of chosen representatives of the sugar-processing companies and of the growers' associations. Consequently, the majority of workers in sugar beets are not forced into haphazard job hunting upon arrival in Michigan as are the migrant fruit and vegetable workers. Secondly, the peak demand for hand laborers in beets is concentrated in two distinct periods—early summer and late fall—separated by a 2-month period of total unemployment in the beet fields. During this recess, their search for work is conditioned by the necessity to return to the beet fields by the end of September. In the fruit-and-vegetable area, however, the harvesting of one crop follows without long periods of delay the maturing of another so that a more or less continuous season of summer employment may be secured within the broad area.

The conditions of employment for sugar-beet workers in Michigan are also different from those of beet workers in the other principal producing States such as California and Colorado. There are few large beet farms in Michigan that conform to the large-scale pattern characteristic of western beet-growing areas. Even in Michigan's areas of concentrated sugar-beet cultivation the average farm size is less than 100 acres and the average size of beet patch per farm is only 9 acres (see table 6). Most of the cropland is planted in numerous other crops, some of which require manual labor during the slack season in beets, whereas in the West the beet-farming areas are highly specialized so that the opportunities for intraseasonal employment of beet labor within the immediate area are limited.

Moreover, the major sugar-beet-producing section of Michigan lies within easy distance of the currently booming industrial centers that might be expected to siphon off some part of the customary local farm labor supply and thus create additional employment opportunities for outside beet labor.

Importance of the sugar-beet crop in Michigan agriculture.

The sugar-beet crop ranked fifth in the production of cash incomes to farmers from the marketing of unconverted crops, during the period from 1930 to 1939. During that decade, the farmers realized an average of approximately $5,000,000 in cash annually from the sugar-beet crop, exclusive of Government benefit payments. Among the cash crops grown in Michigan, this amount was exceeded only by the incomes derived from the sales of beans, potatoes, wheat, and truck-garden products.[2]

Though sugar beets constitute an important crop in the production of cash incomes for Michigan farmers, only a small proportion of the total number of growers in the State raise sugar beets. Furthermore, an extremely small percentage of the total tillable acreage is devoted to the cultivation of beets. In 1940, for example, 12,757 or 6.8 percent of all farmers in Michigan harvested sugar beets (see table 6) and only 1 percent of the total cropland was utilized for the sugar-beet deal.

The production of sugar beets occupies a comparatively important place in certain counties. Beets are grown in 46 of Michigan's 83 counties—from Delta County on the Upper Peninsula to Lenawee County on the southern border and from Ottawa County at the western edge to Huron County in the eastern

---

[1] In 1939, it ranked fourth in acreage of beets harvested and sixth in total production in the Nation. U. S. Department of Agriculture in cooperation with Michigan State Department of Agriculture, Annual Crop Summary, 1940, Lansing, Mich., 1941, p. 8.

[2] U. S. Department of Agriculture in cooperation with Michigan State Department of Agriculture Annual Crop Summary, 1940, Lansing, Mich., 1941, p. 7.

"thumb" region. As table 6 shows, however, more than 60 percent of the acreage harvested between 1937 and 1940 was concentrated in the seven east-central counties that comprise the Saginaw Valley—Bay-Gratiot, Huron, Isabella, Saginaw, Sanilac, and Tuscola.

TABLE 6.—*Concentration of Michigan sugar-beet production in Saginaw Valley region*

Counties	Acreage harvested, 1937–40 [1]				Proportion of farmers growing sugar beets, 1910		
	1937	1938	1939	1940	Number of farms in county [2]	Number of farms growing sugar beets [1]	Percent of farms in county growing sugar beets
	Acres	*Acres*	*Acres*	*Acres*			
Bay	6, 001	7, 994	8, 518	8, 183	3, 190	1, 192	37. 0
Gratiot	10, 523	13, 934	12, 467	9, 480	3, 346	1, 186	35. 4
Huron	6, 809	13, 449	13, 387	12, 714	4, 155	1, 087	26. 2
Isabella	7, 946	13, 207	12, 726	13, 558	2, 619	755	28. 8
Saginaw	6, 821	8, 158	8, 009	7, 143	5, 362	1, 257	23. 4
Sanilac	6, 423	9, 696	8, 999	10, 706	4, 897	1, 106	22. 5
Tuscola	6, 112	12, 734	11, 412	11, 087	4, 459	1, 221	27. 3
Total, 7 counties	52, 634	79, 172	75, 518	72, 871	28, 028	7, 804	27. 8
Total, State	75, 253	122, 653	117, 644	113, 469	187, 589	12, 757	6. 8
Percent 7-county acreage is of State total	69. 9	64. 5	64. 1	64. 2	13. 9	61. 1	---------

[1] Data furnished by U. S. Department of Agriculture, Sugar Section.
[2] United States Census of Agriculture, 1940.

In the production of cash farm income, the sugar-beet crop plays a more important role in the Saginaw Valley region than in the State as a whole. In the delineated district, a comparatively large proportion, or 27.8 percent, of the farmers depend upon the beet deal for some part of their farm income. Bay County has the highest percentage of beet-growing farmers and Sanilac the lowest in the Saginaw Valley area. However, in the period between 1937 and 1940, the acreage of beets harvested in Sanilac County has increased from about 6,000 to 11,000. To some extent this increase represents the concentrated activity of the sugar companies to compensate for the decreased number of growers in other areas that resulted from the successful competition of other crops. Farmers interviewed in Sanilac County this year were again less enthusiastic about the beet crop, since other crops—especially beans—are now so profitable.

The other major beet-growing counties are located around the periphery of the "sugar-beet block." In Clinton, Shiawassee, Midland, and Arenac Counties, between 10 and 25 percent of the farmers raise beets. Growers of Lenawee County and the southwestern portion of Monroe also raise a considerable acreage and some good beets are grown in the rich muck soils of Ottawa County. In Ottawa County, however, the soil conditions are especially well suited for the growing of certain truck crops, such as asparagus and celery. These specialty crops yield a higher return per acre than do sugar beets so that the farmers generally prefer them. In those instances where the farmers wish to be assured of a certain cash income, however, beets are grown.

The Saginaw Valley sugar-beet block.

The seven counties that comprise the Michigan sugar-beet block are located in the east-central portion of the State jutting westward from the Bay region for about 125 miles. The block is primarily an agricultural region although there are many industrial plants in the major cities. These factories produced a wide variety of products—gray iron, automobile parts, hoists, and processed foods. Most of these plants have increased their output since the inception of the defense program. To a large extent, they have drawn upon the agricultural labor supply of the immediate and adjacent counties for additional workers.

The pattern of commercial agriculture in the Saginaw Valley district is determined largely by three factors; namely, the qualities of the soil, the proximity to urban centers and the comparative price positions of various cash crops.

In Saginaw Valley, large sections of the land are composed of loams and silt loams that are high in lime content, humus and other elements of fertility. The region was originally wet or semiswampy, but the application of careful drainage techniques has transformed it into good growing terrain. The topography is level or gently rolling for the most part. Both the type of heavy soil prevalent in the valley and the topography are favorable for beet cultivation. The soil is also good for the production of other crops. Chief among these may be noted beans, potatoes, chicory, wheat, corn and alfalfa hay.[3] The last three crops are grown principally to provide feed for the dairy herds and only a small proportion is sold for cash.

Nearby urban centers such as Pontiac, Flint, and Detroit provide outlets for Saginaw Valley dairy products and potatoes. Under the stimulus of the defense program, the migration of industrial workers into these cities has increased and the market for food products has expanded. Some agricultural representatives anticipate an increase in the size of dairy herds in 1942 and concurrently an expansion of feed-crop acreages in this region.

Competition between beets and other cash crops for acreage is a third determinant of the pattern of farm organization. The market for the entire sugar-beet yield and the price to be paid for the crop are guaranteed before the planting season by a contract between the sugar beet processing companies and the growers. The contract stipulates the acreage of beets to be planted by the farmer and the prices to be paid per ton of beets delivered. To some extent, the assurance of a cash income provided by the contractual agreement tends to neutralize the competition between beets and other crops and even to give beets an advantage in years when market and crop prices are low. If the prices of alternative cash products are high or appear to be rising, the farmers will usually gamble on the market and limit the acreage of beets on their farms. This year, the rivalry between sugar beets and other cash crops—particularly beans—has been unusually keen because the demand for beans has increased and the price has risen.

The average size of farms in the Saginaw Valley sugar-beet district is 96.1 acres. The average sizes of farms in the counties under consideration range from 71.6 acres in Bay County to 117.1 acres in Huron.[4] Comparison of census data for 1930 and 1940 does not indicate any marked trend toward larger farm units occasioned by the merging of two or more individual enterprises. Farmers and county agents interviewed in 1941, however, suggested that the increase of machinery purchases this year had tempted some buyers to acquire more land. On the other hand, most of the machinery purchased consisted of small tractors and combines suitable for small farms. This suggests that there will be no immediate change in the scale of farm operations.

The proportion of tenancy in the seven counties varied around the state average of 17 percent in 1940. In Saginaw it was approximately 14 percent· in Gratiot about 32 percent. In some cases, farms are rented to younger men by old farmers who can no longer operate them themselves and who cannot afford to hire labor or do not wish to do so. In some cases, the figures reflect the custom of permitting a migrant family to "rent" some land from the farmer by clearing it for him. In such cases. the tenant pays no cash. He does receive the use of the land for planting his own crop the first year. This practice, however, appears to be quite infrequent.

Production of sugar beets.

Between 1937 and 1940, the number of acres of sugar beets harvested in the State increased by 38,215 acres. Approximately two-thirds of this increase occurred in the seven major sugar-beet-growing counties in the Saginaw Valley. Between 1939 and 1940, however, the acreage of beets harvested decreased both for the State as a whole and for the seven major counties. It is expected that the acreage to be harvested in 1941 will be much less than that of 1940.

The reasons most commonly advanced to explain the decline in sugar-beet acreage are: (1) The decrease of the State allotment and (2) the competition offered by other crops. A third factor is the destruction of part of the crop by adverse climatic conditions and disease.

The cancelation of acreage contracts by the farmer before the crop has been planted varies from year to year and from area to area with the attractiveness of other crops. In one factory district in Saginaw Valley, approximately 3 percent of the contracted acreage was not planted in 1939; this rose to about 10 percent in 1940 and dropped to roughly 8 percent in 1941. Most of the county agents attributed the cancelation of contracts in 1940 and 1941 to the rising prices offered for other products. This year, most of the best acreage canceled was planted in beans. The popularity of the bean crop increased when the Government pegged the price at a minimum of $5 per hundredweight on the Atlantic seaboard. In Michigan bean prices vary around $4.25 per hundredweight—about $2.40 higher than last year.

---

[3] Hill, E. B., Types of Farming in Michigan, Special Bulletin No. 206, Michigan State College, East Lansing, 1939, pp. 20-21.

[4] United States Census, 1940

In some districts the cancelations of beet contracts have been so numerous that the processing companies took steps to fill their 1941 quotas and to protect future allotments. Isabella Sugar Co., for example, rented 100 acres and the St. Louis plant of the Great Lakes Sugar Co. rented about 65 acres on which to grow sugar beets. Most of the company representatives held that it was bad policy for them to grow their own beets because such activity would complicate their position at the annual price-determination conference. They professed their intention of withdrawing from the growing phase of the industry as soon as they are assured that their allotted acreage will be filled.

The third factor that may effectuate a reduction in the acreage of beets harvested is adverse climatic conditions and attack by disease. This year, for example, an early frost destroyed over 1,000 acres of beets in Saginaw County alone. A severe drought later in the season has also had an adverse effect upon the anticipated yield per acre. In Isabella and Gratiot Counties last year, the black-rot disease destroyed a large part of the crop.

Most of the agricultural representatives do not entertain the notion that the reduction of beet acreage this year due to the increased attractiveness of other crops constitutes the commencement of a long time declining trend. They suggest, instead, that the competition between beets and other crops has always been present. Most of the reduction in acreage this year is due to a reduction of 17 percent in the acreage allotted to the State by the Department of Agriculture between 1940 and 1941. The disparity between the acreage allotted and the amount planted, however, is due to the intensified competition between crops occasioned by the peculiar circumstances of the defense program.

Marketing of sugar beets.

The sugar-beet crop differs from most agricultural commodities in that the terms of the purchase agreements are determined between the processors and the growers some time before the planting season. This procedure has the net result of assuring the sugar manufacturing company of a supply of beets and the grower of some cash income for his product at a predetermined price.

In Michigan, the price to be paid for beets is established early in the year at a conference between the sugar companies and the representatives of the growers' associations. Besides price, the terms of the contract establish particular procedures with respect to the purchase of seed from the sugar company, the planting method, the transportation of the crop, the rights of the company in examining the crop at any time during the growing season, etc.

Several factors enter into the relative positions of the processor and grower in setting the price to be paid and the method and time of payment. For example, the initial cost of constructing a processing plant is quite high and unless the sugar-manufacturing company receives a sufficient supply of beets to keep the plant in operation for about 3 months, the per unit costs of manufacture will be so large that the return realized from the sale of sugar will be too low to warrant the operation of the plant. Therefore, competing plants are rarely constructed in the same district. The actual effect of such procedure is to place any one company on a quasi-monopolistic position in a given area. Of course, the grower may deliver his beets to any plant that he chooses, but since the crop is bulky and perishable, and since he must bear the cost of transporting the beets himself, he is under pressure to sell at the most readily available market.

On the other hand, the price set must be such as to compensate the grower for the risks involved in raising the crop. If the prices for alternative crops should increase, the farmer may—and frequently does—cancel his contract. Thus, it is generally maintained that a considerable portion of the disparity between the acreage of beets contracted for and the acreage of beets harvested, in 1940, was directly attributable to the enhanced attractiveness of other crops. In Bay City, for example, the amount of beets delivered to the three plants last year was so small that two of them have suspended operations this year. It is largely to secure an adequate supply of the raw materials that the sugar companies will cooperate with the growers to the extent of advancing funds, of waiting for the payment for seed until the end of the season, and of aiding the growers to secure and house a sufficient supply of labor.

At present, payment to the growers in Michigan is made upon the basis of the weight of the crop after delivery to the factory yard. The rate of payment is fixed at 50 percent of the "net proceeds"[5] per ton realized from the sale of sugar, pulp, and molasses produced by the company calculated on an average of all beets received. Part payment for the crop is made at stated intervals throughout the year and full payment is usually not completed until all beets are processed. Since this may run over into the following year, it has become a major source of disagreement at the annual conferences between the growers and the companies. Also, the processors usually include a clause in the contract that permits them to refuse to accept any crop or part of a crop that they consider to be unsuitable for manufacture.

In the final analysis, then, the market remains a buyers' market. The only major bargaining weapon in the hands of the growers' associations is the right to refuse to contract for beet acreage. Since the sugar-beet crop does constitute a major cash income producer, the use that the growers' association makes of this power is governed by the prices offered for alternative cash crops.[6]

Production and marketing of other crops.

Agriculture in the sugar-beet counties shows a wide diversification of crops grown in the region. As one county agent pointed out: "We grow more than 52 different crops in this county." Besides beets, a considerable proportion of the cropland is planted in potatoes, tomatoes, cucumbers, chicory, and beans, as well as in corn, alfalfa hay, and wheat.

About 60 percent of the total tillable acreage in the sugar beet block is devoted to the growing of hay, spring and fall grains, and corn. About 17 percent of the land is used for pasture. Most of the grains and hay grown are used to feed the numerous dairy herds. Proximity to the urban industrial centers plus favorable physical conditions has made this area a profitable dairy region. According to the 1940 census, approximately 25 percent of the whole milk sold in the State by producers within the State was delivered by farmers from the 7-county region.[7]

The major labor-requiring crops grown in this region other than sugar beets are potatoes, chicory, tomatoes, cucumbers, and beans. Table 7 shows the number of acres in each deal harvested in the census year 1939.

Acreage of crops requiring hired labor in Saginaw Valley, 1939

Counties	Beets	Beans [1]	Chicory	Cucumbers	Potatoes	Tomatoes
	Acres	*Acres*	*Acres*	*Acres*	*Acres*	*Acres*
Bay	7,911	19,349	2,032	274	6,246	884
Gratiot	12,261	21,944		55	911	32
Isabella	7,923	68,801	401	44	3,402	159
Huron	8,504	12,316	442	102	2,634	6
Saginaw	12,630	48,011	99	679	4,072	162
Sanilac	10,757	44,868	354	94	1,848	4
Tuscola	12,314	46,620	404	310	6,887	4
Total	72,300	261,709	3,732	1,558	26,000	1,251

[1] Dry field and seed beans (navy, pea bean, Great Northern, kidney, lima, pinto, lentils, etc.).

Source: U. S. Census, 1940.

In Bay County, potatoes have become an increasingly important cash crop in the past decade. Acreage in potatoes has expanded until annual production has far outstripped the needs of the immediate market and a large part of the crop is now shipped to Detroit, Pontiac, Flint, and other industrial centers. Until 1941, independent truckers came into the region and bought up the crop for resale to the large wholesale markets in the industrial areas. The farmers depended completely upon the truckers to purchase the crop and to transport it to the wholesale market. Consequently, the truckers could and did set the price.

---

[5] "Net proceeds" is defined as the amount received by the company after the following deductions have been made: Actual cost of out-bound freight, brokerage, cash discount, insurance, credit insurance, storage, declines and allowances, advertising and all expenses accruing after the sugar has been bagged that are properly chargeable to the marketing of sugar, pulp, and molasses. Deductions are also made for all taxes levied upon the processing, production, ownership, handling, possession or sale of sugar, pulp, and molasses. The company reserves any differential accruing from the sale of sugar packed in other than 100-pound bulk bags.

[6] A more thorough analysis of the relationship between the processor and the producer may be found in C. M. Nicholson, Preliminary Report with Respect to Processor-Grower Relations in the United States Sugar Beet Industry, issued by the U. S. Department of Agriculture, Sugar Section, 1938.

[7] Based on data in United States Census, 1940.

This year, however, the farmers went on strike and refused to sell the crop until the price paid them by the truckers was more in line with the increased prices that the crop was commanding at the wholesale and retail markets in the cities. In retaliation, the truckers declared a boycott and some part of the crop was spoiled. The strike was broken when one of the farmers arranged to have his potatoes taken to market in Port Huron. Others followed suit and the "strike" was ended. However, a potato growers' association has been formed to provide a cooperative marketing service including more favorable transportation facilities—so that next year the Bay County farmers may be independent of the truckers. If the association does develop well, the acreage planted in potatoes next year will probably be increased. This possibility is of some significance to the migrant sugar-beet workers who depend upon the potato crop for part of their intraseasonal employment.

All told, about 1,500 acres of cucumbers were planted in Saginaw Valley in 1939. It is variously estimated that the acreage has increased since then. Four pickling companies operate in the area and a fifth company maintains salting stations in several counties. Like the beet crop, the cucumber acreage is contracted for at the beginning of the growing season. Since there are four companies in the area, and since farmers cannot be compelled to deliver the cucumbers to the company with which they have signed contracts, price setting is to some extent determined by the growers as well as by the pickle companies. Last year, for example, the cucumber harvest was a poor one and the cash income realized by the farmers was reduced. As a consequence, the farmers refused to contract for pickles unless the price were increased before the growing season. In the case of grade 1 and grade 2 pickles, all companies offered more this year than they did in 1940 and some have increased the 1941 contract price. The crop this year is again poor and the farmers are having some difficulty securing labor to pick the pickles. The usual arrangement is for the grower to pay the picker one-half of what he receives for the crop. Since the yield is poor and many of the pickles of grade 3 quality, the cash yield is relatively low. The pickers have been demanding a 60-40 division of the cash yield and the farmers have been asking that the contracted price be increased. The workers have been completely unsuccessful in changing the division of income paid but the farmers have been moderately successful in securing the increased prices for grades 1 and 2.

Chicory is grown in six of the seven principal sugar beet counties. In 1939, Bay County led these six with 2,000 acres in the chicory crop (see table 7). Since then, however, the acreage has been somewhat reduced. It is difficult to determine who takes the initiative in the chicory deal. Company representatives interviewed claimed that they were having difficulty getting farmers to sign contracts to raise chicory. On the other hand, some farmers claimed that the companies will not accept all applications.

A major problem in the chicory deal is to secure an adequate labor supply. In the past, the provision of workers to harvest the crop was the concern of the chicory companies. They used to recruit recent Belgian, German-Russian, and Polish immigrants from industrial centers like Toledo and Cincinnati. To some degree, they also depended upon the overflow of sugar-beet workers to harvest the chicory crop which matures simultaneously with beets. At present, however, the companies refuse to be involved in the intricacies and responsibilities of providing an adequate labor supply. Consequently, few farmers will agree to grow more than the acreage they can handle themselves so that the chicory deal is of no great importance in the scale of crops providing additional employment opportunities for sugar-beet workers.

The bean crop has become very important this year. Partly as a result of the increased demand for beans to supply the needs of the Army and for export and partly as a result of the increased price that resulted from the floor established by the Federal Government, the acreage devoted to beans has been expanded. In certain counties, notably Saginaw and Gratiot, it is said that the major portion of the cancelation of beet-acreage contracts has been due to the competition between beets and beans.

For the most part, the labor necessary for bean harvesting has been supplied by local agricultural labor. A large part of the bean crop was threshed last year. This year, however, fear of a shortage of such labor, among other things, induced many farmers to purchase small combines. In this way the labor requirements are reduced from about 10 men needed on a threshing crew to about 2 or 3 men per combine. In some few cases, migrant workers have been hired to help in the bean harvest this year. This is a new field of employment for beet workers.

Examination of the pattern of agriculture in Saginaw Valley has revealed four major characteristics that will govern the impact of the defense program upon sugar-beet workers. (1) The principal beet-growing area of Michigan is rather concentrated in the Saginaw Valley. (2) The farms in this district are of a size that would require little additional hired labor were it not for the beet patches. (3) The average acreage in beets per farm is small but the manual labor requirements are high. (4) Moreover, the competition for acreage between beets and crops that require little additional labor is keen. It has always been a factor in determining farm policy with respect to beet acreage. In a period such as this, the competition ceases to be latent and becomes an extremely active determinant.

Partly as a concomitant of the small size of beet patches per farm and partly to increase the comparative attractiveness of the best crop by assuring an adequate supply of labor, the sugar-beet force is organized and distributed through cooperation of the sugar company and growers' association in each factory district in a manner that closely resembles industrial procedure.

Because of the active competition between crops for acreage, because of the industry-like organization of the beet labor supply despite small acreage per farm, and because of the diversification of labor-requiring deals in Saginaw Valley, determination of the total impact of the national-defense program upon the migrant beet workers in Michigan must take into account the effects it has had upon the local agricultural labor supply as well.

Farm labor in the sugar-beet area.

There are four main types of labor utilized by farms in the sugar-beet areas: Unpaid family labor; regular hired labor, retained on a monthly basis; seasonal hired labor, retained on a daily or weekly basis; and sugar-beet labor, retained on a contract basis. In practice, the personnel of these four kinds of labor force is to some extent, interchangeable. Farm-family workers, for example, sometimes secure summer day-labor work from neighboring farmers. Similarly sugar-beet contract workers are sometimes hired for day labor.

Family workers are the core of the farm-labor force in the sugar-beet area. In 1935, 84.2 percent of the farms in the seven-county area were operated entirely by farm-family labor during the first week of January.[8] This proportion, reflecting winter labor requirements in the area, describes the farm-labor force when the minimum amount of hired labor is used.

Virtually all farms using hired labor in 1935 reported its use in conjunction with family labor. Counting all types of workers reported, the mean average number of workers per farm in January 1935 was 1.7.

Reports of the various types of hired farm labor used throughout the entire year of 1939 supplement the 1935 data. From these earlier data, the proportionate use of family and hired labor in the winter is indicated. The 1939 data, however, expand the hired labor picture by reflecting the summer use of hired labor.

Approximately two-fifths of the farmers in the seven-county area hired farm workers in the course of the year 1939. Regular monthly hired men were hired by 12.7 percent of these farmers. More than one-fourth of the farmers reported that they hired farm workers on a daily or weekly basis, and 13.9 percent reported that they hired workers on "other" bases. In this area "other" would signify contract sugar-beet workers for the most part.

TABLE 8.—*Proportion of farms in 7-county area hiring labor and types of labor hired, 1939*

	Percent of all farms hiring labor	Percent hiring monthly	Percent hiring daily or weekly	Percent hiring other, including contract
State	37.9	12.2	25.1	10.3
Bay	49.0	10.9	32.9	21.9
Gratiot	38.5	11.7	26.4	14.5
Huron	35.0	13.1	21.9	8.1
Isabella	48.1	15.4	33.5	10.0
Saginaw	42.1	11.0	26 2	16.5
Sanilac	41.7	15.5	25.0	11.6
Tascola	40.7	11.6	20.0	11.2
7-county total	41.7	12.7	27.6	13.9

Source: U. S. Census, 1910.

---

[8] United States Census of Agriculture, 1935

While census data do not provide a clear numerical picture of farm labor in the seven-county area, they do indicate the relative importance of the various types of farm labor in that area. They show that many farms are operated by 2 or 3 year-round workers and that most of these are family laborers. They also indicate that in the course of a year additional workers are required. Summer day laborers are hired by 27.6 percent of the farmers, and about half as many farmers hired summer contract workers.

Year-round workers.

In 1941 farmers in the sugar-beet area commonly reported difficulty in obtaining good hired men. By this they meant that, even if they should offer as much as $75 a month, they could not hire a regular hired man who would be worth this expenditure. The good hired man shortage was compounded of a general increase in the rate of pay to regular hired men and a decrease in the supply of experienced general farm workers. In its ramifications, this shortage reflected depletions in the family labor supply as well as in the regular hired man supply.

Two facts, a general increase in the wages paid to hired men and an increased use of farm machinery, suggested the existence of a conditional shortage of regular hired men. In 1940 regular hired men received from $30 to $40 per month. In 1941 monthly wages paid to regular hired men increased to $40 or $50. The spread of wages paid farm labor in Michigan this year was very wide, however. On one hand some few farmers are paying $75 per month; on the other the employment service had "difficult-to-fill" orders that offered $25 per month. These rates carried, as in the past, certain perquisites. Single hired men received board and room in addition to their cash wages, while married hired men received a house, garden plot, varying amounts of farm produce, and sometimes fuel and electricity.

Increased wages, however, did not appear to secure a wholly adequate supply of regular hired men. Particularly in the farming areas near industrial centers, the increase in wages was not large enough to offset the counter attraction of nonagricultural wages. Farmers in the sugar-beet area generally believed that they could not compete with industrial wage rates. One Saginaw farmer remarked, "If a man is worth $50 to a farmer, that man can get twice as much in a plant."

But the drain of farm workers to industrial centers, was by no means complete. Older hired men, particularly if they were married, were apt to be immune to the attractions of defense employment. The increase in wage rates for hired men reflected competition among farmers for a reduced supply of experienced hired men, rather than an attempt to outbid industrial employers. Since the competition was confined to farmer-employers, the upper limits of wages to monthly hands were set below minimum industrial payments.

Although some of the farmers did turn to machinery to compensate for the conditional labor shortage, the total increase of combine and tractor sales was not occasioned solely by the labor situation. There are no complete data of farm machinery sales in Saginaw Valley in 1941. Available estimates, however, indicate a considerable increase over 1939 and 1940 sales, especially in sales of small combines and tractors. Managers of farm-equipment outlets estimate that about 50 percent of the sales in 1941 represent replacements of old machines. Also, they attribute a large part of the 1941 demand for farm machinery to the fear of increased prices and reduced supplies in the very near future. A fourth factor that may have contributed to the rising demand for machinery was expressed by one machinery salesman: "Farmers are good spenders when they have money and this year they've got it."

Behind the increase in wages to hired men and in the purchase of farm machinery are two defense factors: The Selective Service Act, and defense-stimulated industrial expansion in Michigan cities. The Selective Service Act drew upon the supplies of family labor and single hired men, but the effect of the draft appears to be exaggerated in the minds of the farmers. When requested, deferment of agricultural workers until November was granted. Next year, however, the labor force will probably be further reduced by the draft. Even should such reduction be considerably more appreciable in the future, the loss of farm workers to the Army will be insignificant in comparison with the drawing power of industrial employment.

Fundamentally, the heaviest drain upon year-round workers is the expansion of industrial pay rolls in defense-stimulated production centers. Two such centers, Saginaw and Bay City, are loated within the seven-county area. In July 1940 there were 14,079 workers on the pay rolls of Saginaw's industry; in

1941, there were 23,246. In February 1940 Saginaw counted 18,032 industrial workers, as compared with 29,097 workers in February 1941. A similar but smaller expansion occurred in Bay City. In July 1940, 7,415 workers were employed in Bay City plants, as compared with 9,882 in July 1941.

It is estimated that 80 percent of the expanded pay rolls in Saginaw represent the hiring of local men. There appears to be considerable preference for farm workers without previous industrial experience on the ground that less time is required to train a new man than to retrain an experienced man. As a consequence of the defense-stimulated pay-roll expansion and of the hiring policies of the expanding plants, many erstwhile farm family workers and hired men have taken industrial employment.

Industrial expansion in the area has further contributed to the demand for hired men on farms by attracting full-time farmers to the cities. For example, the records of Farm Security Administration show that approximately 30 percent of the standard loan cases in Saginaw and Bay Counties have become part-time farmers—farmers outside of factory hours—"for the duration." In Isabella County, more distant from industrial expansion centers, it is estimated that perhaps 10 percent of the cases have cut operations to a part-time farming basis.

These new part-time farmers have contributed to the demand for experienced hired men. They seek $40-a-month hired men to replace them on their own farms. Good hired men, while they work at $6-a-day factory jobs, however, are also attracted by industrial employment. Consequently, the new part-time farmers are unable to find replacements and, commonly, they reduce the scale and character of their farming operations. In some cases, they acquire a small dairy herd, since dairy chores can be done before and after factory hours. In other cases they sell part of their dairy herds if the herds are too large for part-time care. Shifts of cropland use from crops requiring summer care to hay and other feed crops are also common. The net result of all of these adjustments, insofar as farm labor is concerned, is that the part-time farm operator works longer hours and his wife takes over part of his farm work.

The sugar-beet area has lost both family workers and regular hired men, partly through the draft but mainly through defense-stimulated industrial expansion. At the same time, the demand for hired men in this region has actually increased with the shift to part-time farming from full-time farming.

In response to a tightened farm-labor market, wages to hired hands have increased quite generally throughout the area. The farm-wage increase, however, has leveled off below the level of industrial wages; and consequently, has had little effect in bringing the labor supply in line with current farm requirements. The major adjustments to the new situation have been some increased use of labor-saving machinery and, in certain cases, reorganization of farm operations to reduce the labor required to operate the farm unit.

Shortage of day laborers.

In many respects, day-labor problems in the sugar-beet area resembles those of year-round labor. In some quarters it was stated that there was a shortage of good day laborers, and increased rates of pay to such workers were pointed to in support of the allegation. In 1941 white workers were paid $2.50 to $4 a day, including the midday meal, for summer seasonal jobs such as haying, harvesting grain, or machine cultivating. Three dollars a day was the most common wage. These 1941 rates compared with $1.50 to $2.50 for the same type of work in 1940. Notwithstanding the increased rates of pay, many farmers complained that they could not locate a summer hand who was worth his asking price. One Saginaw farmer who usually rented acreage additional to his own 80 acres decided to do day labor this year instead of working additional acreage. He had all the work he could do at $4 a day.

A light crop in hay, and the return of temporarily unemployed workers from nearby cities to harvest grain were factors easing the demand for day labor in the area.

A further moderating factor was the use of contract beet laborers for general farm work in the beet slack season. The 1941 situation has accelerated a practice of some years standing. There is some evidence that these migrant workers were paid less than the native workers for day labor. Moreover, they did not usually receive the perquisite midday meal.

New purchases of machinery reduced the demand for day labor in the sugar-beet area. Some of this 1941 buying can be attributed to the fact that farmers feared labor shortages but perhaps the larger share was due to dissatisfaction with the traditional swap system of harvesting. In the past, it has sometimes been customary for all farmers in an area to form a cooperative harvesting crew and work on each farm as its crops ripened. In 1940, however, some farmers took a loss on their grain and bean crops because the crew did not harvest them before the rains set in. This experience induced some farmers to start buying the newly developed small combines. In 1941 the reduction of local labor supplies made it difficult to form a large enough cooperative threshing crew. Other farmers also decided to avoid the complications involved in forming a crew by purchasing combines.

The purchase of combines has in some cases increased the summer day-labor work of the sugar-beet area farms. The hand-hoeing of field beans has become more common in the area, because successful combining requires a minimum of weeds. The increase of hoeing labor, however, has been smaller than customary threshing labor needs.

The summer day-labor situation in the sugar-beet area contained symptoms of labor scarcity. Wage rates increased, and complaint of scarcity was common. An actual shortage of this type of labor did not occur because no crops were lost.

Contract laborers.

The contract labor force is employed primarily for work in sugar-beet fields. Recently, however, it has been supplying an increasing part of the labor demands of other important cash crops both in the sugar-beet counties and other in agricultural regions in Michigan and neighboring States. Insofar as the defense program has induced farmers to alter the acreage proportions in various crops and to the extent that defense activity has reduced the customary local supply of agricultural labor, it has also affected the migration and employment of contract laborers in Michigan.

The principal employment of contract laborers in the area is in sugar-beet field work. For this work between 10,000 and 13,000 workers are employed annually in the State. A recent study shows that 39 percent of the sugar-beet workers in 1939 were residents of Michigan, that 56 percent were migrants from Texas, and that 5 percent were migrants from other States.[9] There are no precise data relating to the proportion of these workers in the Saginaw Valley counties but estimates indicate that about two-thirds of the total force is employed in this region. Beet work is highly seasonal. Between the early period of hoeing, blocking, and thinning and the final work in harvesting and topping there is a 2-month period of complete idleness in beets. The first work ends in mid-July and the topping period does not begin until about the third week in September.

The development of intraseasonal employment in the sugar-beet area illustrates, on a small scale, the manner in which sugar-beet workers have come to a position of key importance in many non-sugar-beet labor forces. Within the seven-county area, the clearest example of this development is the use of beet workers as potato pickers in Bay County. Some farmers place the beginning of this employment pattern as early as 1932. Other farmers cannot remember when the Mexicans[10] started coming into the area, but simply have the impression that as potato acreage increased each year more Mexicans appeared each year to pick them. In the summer of 1941 potato growers repeatedly stated, "We don't know what we would do without the Mexicans," but there seemed to be no organized recruiting of potato pickers.

The Mexican sugar-beet workers are also employed to pick cucumbers during the off season in the beet fields. It is estimated that one worker is required to pick each acre of cucumbers. The recent increase of cucumber acreage in the seven counties of Saginaw Valley has increased the demand for pickle pickers. Today, the farmer relies more upon beet workers and less on his own family labor to harvest the cucumbers.

As described above, the defense program has reduced the available supply of resident farm labor and concurrently increased the job opportunities for contract laborers. This year, this has been specially notable in the grain and bean harvests. According to all reports, "if it had not been for the 'Mexicans' " it would have been much more difficult to get through these harvests.

Outside the even-county area a similar gradual, uneven dependence upon sugar-beet workers has developed. In some areas, such as the cherry areas around Hart and Traverse City, the use of sugar-beet workers in non-sugar-beet work is a fairly recent development. In others, such as the cannery bean area around Scottville, the use of "Mexicans" is an established practice. Once sugar-beet workers appear in a new crop labor force, there is a tendency for them to replace classes of workers previously involved in these crop harvests.

---

[9] Thaden, J. F., Mexican Migratory Laborers in Sugar Beet Fields of Michigan, 1941 (unpublished).

[10] In Michigan, the term "Mexicans" is commonly employed to designate the beet workers. Most of these are Texas citizens of Mexican antecedents.

Two factors are involved in the potential replacement process; growers' preference for sugar-beet workers, and the availability of these workers.

With few exceptions, preference for sugar-beet workers has followed their appearance in new crop areas. Cherry growers, who are among the more recent "discoverers" of sugar-beet workers, enumerate the advantages of these workers as follows: They are more industrious and more stable than local workers. They are easier to deal with than other types of workers, because transactions are carried on through a single group leader. And, finally, it is believed that these workers have a sort of racial aptitude for hand labor. Sugar beet, cucumber, tomato, potato, bean, and pea growers have all preceded cherry growers in finding out the desirable qualifications of sugar-beet workers. Their reasons for preferring "Mexicans" duplicate those of the cherry growers.

The crucial factor in replacement is the availability of sugar-beet workers. Notwithstanding the versatile character of summer employment, the number of sugar-beet workers is determined, primarily, by sugar-beet acreage, and bears no necessary relation to total summer labor needs.

The precise number of workers used intraseasonally in the seven-county area is not known. It is estimated, however, that not more than one-fourth of the total hired sugar-beet labor force was used in Saginaw Valley between the middle of July and the end of September.

The relatively small labor requirements indicated by census data correspond with local estimates. Although sugar-beet workers are essential to summer harvests in the seven-county area, the relatively small labor forces required by these harvest affect only a portion of the seven-county sugar-beet labor force. The major part of this force moves outside the area to other work locations in the intraseasonal period.

Although the intraseasonal employment of sugar-beet workers is of concern to many Michigan farmers, intraseasonal placement shows only the most rudimentary organization. Farmers wishing to hire sugar-beet workers during the intraseasonal period may make arrangements with such workers personally, may apply to the fieldman of the sugar company with which they are connected, who in turn relays the offer to sugar-beet workers of his acquaintance; or they may apply to third parties, such as pickle or canning company managers. These third parties then apply to the sugar company fieldmen. In many cases, farmers simply rely on the personal application of sugar-beet workers in search of intraseasonal employment.

In 1941, the increased competition for sugar-beet workers during the intraseasonal period accentuated the disorganization of what might be called the intraseasonal labor market. Farmers in some localities complained that there was a near-shortage of pickle and cannery bean and tomato pickers, not because there were fewer "Mexicans" in the locality, but because these workers moved around more. Sugar-beet workers in one county would move to another on the rumor of more advantageous working conditions. At the same time, sugar-beet workers in the second county would move to the first on the same compulsion. The net effect was a waste in man-days of labor, and considerable anxiety among farmers concerning supplies of hand labor.

The 1941 cucumber crop was poor and the workers felt that they did not receive adequate compensation for the time spent in the first picking. Consequently, few "Mexicans" were willing to continue to work in the cucumber deal. For example, 1 family of 5 workers spent 5 hours picking cucumbers and earned 16 cents each. They preferred to move to some other crop in which earnings were greater. Furthermore, the resultant scarcity of pickers made it impossible to pick over cucumber fields often enough to prevent the growth of "Jumbos"—very large cucumbers which bring low prices from the pickle companies, if they are bought at all. In the sense that a labor scarcity resulted in a depreciation of the value of cucumber acreage, the farmers maintained that they experienced a crop loss occasioned by labor shortage.

Some farmers and all of the sugar-beet workers questioned on this situation, however, attributed the pickle picker shortage to the poor cucumber crop. The low returns from pickle picking, however, indicate that, if the "Mexicans" "jumped around" more than usual, the reason for increased mobility was that they could not earn enough in pickles. Under pressure from farmers, the pickle companies increased the prices paid for pickles about 20 percent, and consequently the per hundredweight prices paid to pickers also rose. But the increase was said to be not sufficient to offset the decline in earnings occasioned by the poor crop.

In most cases, relatively poorer earnings in particular crops were at the bottom of labor scarcity. Disorganization of the intraseasonal labor market accentuated these scarcities. Much of the intraseasonal movement of sugar-beet workers from crop to crop was stimulated by rumor and was needlessly long. Nevertheless, there were some few attempts at organization. In Bay County, for example, the sugar company wrote a letter to the County agricultural agent, offering to cooperate with truck farmers in the placing of sugar-beet workers during the slack season in beets. Some farmers did request tomato pickers of the sugar company through the county agent as a result of this letter. In the area as a whole, however, intraseasonal employment of sugar-beet workers is typically haphazard.

The scarcity of workers in certain crops is reflected to some extent in the increased wages. The minimum rates for sugar-beet work are set each year by the Department of Agriculture. There was no change in rates paid for sugar-beet work this year. Both for bean picking and cucumber picking, however, rates have increased over those paid in 1940. The average rate for bean picking last year was 75 cents per hundred pounds. This year the workers received $1 per hundred pounds and, in some cases, $1.25. The remuneration for cucumber picking increased with the prices paid for pickles since the workers receive 50 percent of the crop yield per acre. Potato pickers received 3 cents per bushel in most cases. This is the same as the 1940 rate. A few farmers, however, were paying 4 cents per bushel. At the time the field investigation was made, prices to tomato pickers were also the same as those of 1940, being 3 cents per 40-pound crate. Some farmers, however, anticipated that the cost of tomato-picking might increase later in the season.

Housing perquisites, and sometimes farm-produce perquisites such as milk and vegetables, are attached to intraseasonal wages, but these are commonly poor or of little value.

Defense-stimulated expansion of industrial employment has, apparently had little effect upon the supply of sugar-beet workers in the seven-county area. The reduction of other farm-labor supplies through defense employment, however, has stimulated the demand for these workers. The increased use of sugar-beet workers by general fruit and truck farmers during the intraseasonal period constitutes, potentially, one of the most significant developments in the Michigan farm labor situation in 1941.

Sugar-beet migration

The findings of investigations undertaken by the Federal and State government, as well as by private agencies, have demonstrated that substandard levels of living, inadequate housing, and social isolation are part and parcel of the sugar-beet workers' lives during the period of residence in the producing areas in Michigan.[11] These conditions are now reported to have become of increased importance as they affect the procurement of a labor supply sufficient to meet the needs of the industry. Already increasing competition from Texas cotton growers has caused some concern in Michigan.

Approximately 7,500 workers were brought into Michigan this year to work in the sugar-beet fields from early May to late December. Most of these migrant workers are Texans of Mexican origin. They are drawn primarily from the spinach and cotton ranches around Crystal City and San Antonio. Today, the "Mexicans" are employed almost exclusively in Michigan beet fields. They have largely replaced the Belgians, Poles, and German-Russians who used to be imported for beet work from nearby industrial centers like Detroit, Toledo, and Chicago.

The farmers like the Texas workers because they are said to be quiet, hard-working, and untroublesome.[12] Moreover, they usually come up in family groups of several adult workers who work well together. In the winter, most of them return "over the horizon" to Texas and other Southwest States of origin and allegedly do not remain in the area to become burdens on public charity.[13]

---

[11] See, particularly, U. S. Department of Labor, Children's Bureau, Child Labor and the Work of Mothers in the Sugar Beet Fields of Colorado and Michigan. (Bureau Publication No. 115, 1923); National Child Labor Committee, Child Labor in the Sugar Beet Fields of Michigan, (Publication No. 310, 1923); United States Immigrant Commission, Immigrants in Industries, pt. 24. Recent Immigrants in Agriculture: United States Department of Agriculture, A. A. A., Hearing with Reference to Proposed Labor Provisions to be Included in Beet-Sugar Benefit Contracts, (East Lansing, Mich., September 21, 1934; Haber, William, Sugar Beet Workers in Michigan (manuscript in files of Sugar Division, dated October 3, 1934).

[12] Oklahoma City hearings of select committee, pt. 5, p. 1845.

[13] See H. Rept. 369, Report of Select Committee, p. 379, footnote 85.

Recruiting of labor.

The recruiting of the labor supply is accomplished by means of very close cooperation between the field men of the sugar companies and the beet-growers' associations.

There are seven sugar companies operating in Michigan and seven major "employment committees." The growers of each factory district belong to a growers' association organized among those who deliver beets to a particular factory. The president of each factory district growers' association represents his local unit on the board of the employment organization of the company. Thus, the growers who deliver beets to each of the plants of the Michigan Sugar Co. have formed growers' associations, the presidents of which represent them on the Beet Growers' Employment Committee, Inc.—the central organization. The growers who deliver beets to the Great Lakes Sugar Co. and the Lake Shore Sugar Co. have formed local associations in each plant district. The central organization is the Great Lakes Employment Committee. Similar arrangements have been made by each company.

The membership of the central employment committee consists of the presidents of the local growers' associations and the chief field man of the company. This varies between companies. Some claim that the field man is not a member but merely acts in the capacity of a coordinator of all employment effort.

Early in the year, the company field men visit the farmers to ascertain how many workers they think they will need. The total number is usually determined by the field men on the basis of seven contracted acres per man.

In the middle of April, the Acosta Labor Agency [14] in San Antonio is notified how many workers are required. Usually, the chief field supervisor of each company and a representative of each growers' association go to Texas to supervise the recruiting of the labor supply. In addition to the Acosta Agency, some companies employ an additional Spanish-speaking scout to round up a supply of workers and bring them to the employment agency.

Some attempt is made to secure the same workers each year. The company frequently keeps a record of the worker, number in the family and place of winter residence. However, the number of experienced workers who return year after year varies widely. In Saginaw, for example, it is extimated that only about 60 percent of the workers have had previous beet experience. In the St. Louis and Isabella districts, on the other hand, the estimate of the proportion of experienced workers arriving each year averages about 85 percent of the total supply.

Funds with which to pay the Acosta Labor Agency and from which to advance money to the workers are usually supplied by the sugar company to its growers' association. The amount is deducted from the first crop payment made to the farmer, or from the first check given the workers if, as sometimes happens, the laborers deal directly with the company.

Transportation.

The transportation of workers from Texas to Michigan has been one of the major evils of the annual northward trek of sugar beet labor. Many of the workers secure cheap transportation in trucks of other migrants or of those who make a business of bringing workers to Michigan. Frequently as many as 40 persons would crowd into one truck and stand all the way from Texas to Michigan.

To some extent, this procedure has been arrested by the action of the Interstate Commerce Commission. The sugar company employment committees are attempting to prevent violation of the Motor Carrier Act by encouraging rail transportation for beet workers.[15]

The majority of workers who came to Michigan in 1941 traveled either by automobile or by train. Those workers who own cars will frequently transport their families and as many friends as can be accommodated. Transportation is paid for on a share basis when this is done.

In 1940, some of the sugar companies made arrangements to provide the workers with train transportation. A special rate of $15 per person is paid by the worker for rail-fare. In 1940, the Michigan Sugar Co. advanced money for rail transportation for about 200 workers. This year, the Michigan Sugar Co. and its growers' associations arranged for train transportation for 2,000 workers. None of the laborers employed by the Great Lakes Employment Committee in

---

[14] In former years, 4 Texas employment agencies were used. This year, however, all companies worked through the Acosta Labor Agency.

A more complete discussion of the role of employment agencies in recruiting workers for Michigan beet fields is contained in the testimony of Robert M. McKinley at the Oklahoma City hearings of the select committee, pt. 5, p. 1846.

[15] Exhibit 49.—Illegal Transportation of Sugar-Beet Workers From Texas to Michigan and Ohio Fields, p. 7796.

1940 arrived by train. This year, however, arrangements for the transportation of 500 workers by train were made.

The money advanced for the transportation of workers to Michigan is deducted from the first payments they receive for work in the early period of thinning, hoeing, and blocking.

Transportation back home must be arranged by the workers themselves. The company insists that the workers leave the area at the end of the beet harvest. This insistance has been occasioned by the adverse publicity the companies received when the "Mexican" remained in the area and became public charges. In the event that the season's earnings are insufficient to cover the costs of transportation back to Texas, the companies deem it more advisable to pay the return fare rather than to permit the workers to remain in Michigan and seek relief.

Housing.

The exact arrangements for housing vary from county to county, but in general the houses that are used make bad shelter in the summer and are almost uninhabitable in the winter.

Most of the migrant families live in buildings owned or rented by the sugar-processing companies. The Michigan Sugar Co., for example, owns about 100 houses and this, year, they are building about 12 new ones. In addition, the Saginaw plant of the company rents about 30 houses on the Prairie Farm from the Federal Government for a monthly rental of $5 per house. The Isabella Sugar Co. owns 150 houses.

The companies charge the growers 50 cents per acre to provide dwelling places for the migrant workers. In some cases the individual farmer provides his labor with living quarters on his own land.

In most sugar-beet areas in Michigan the workers pay no rental for the shacks. In Lenawee and Monroe Counties, however, the Great Lakes Sugar Co. deducts about $18 per season for each house rented to workers. Farmers' houses in this area rent for $25 to $35 per season. The payment for shelter in this area is customary.

The houses are not always located on the farms where the worker is employed. This is a major cause of complaint since no compensation is made for transportation to and from the beet acres.

In general, the beet workers live in tenant houses or in shacks. Kerosene lamps are provided. Ordinarily one three-room house is assigned to one or two families. Since most of the families are fairly large it is not unusual to find numerous children and even adults sleeping on the floor. The following statements concerning housing were made to the field investigators by people in the region:

Tuscola.—"General housing conditions are very poor. Most of the houses have been deserted by the average farmer. Many are old tenant houses that the average family would not live in. The general run of houses are sadly in need of repair, especially the roofs, windows, and doors. The floors and plaster are usually in very bad shape. These houses are only good to live in in the warm weather although many families have to live in them throughout the winter because of lack of funds."

Isabella (concerning portable housing furnished by the sugar company).—"These, however, are not quite warm enough for our cold winters, but these people manage to bunch up in other houses and seem to get by all right."

Monroe.—The houses "used to be company houses, usually a small shack on wheels or a portable shed, but they are now the property of the beet workers. The usual agreement is that they pay $10 a year to the farmer for the rent of the land on which their house stands. A few of the houses still belong to the company."

The increased competition for workers between Texas and Michigan is expected to bring about some improvements in the housing conditions. Only recently some of the companies have begun to make an attempt to reduce the crowding of workers by providing tents to be used as sleeping quarters. As a result of the activities of the State department of health, the sugar companies are taking greater precautions in supplying an adequate water supply and in keeping the grounds clear of rubbish.

Earnings of sugar-beet workers.

Few data relating to the earnings of sugar-beet labor in Michigan are currently available. Some of the estimates that have been made, however, indicate that the level of earnings for the period of residence in the State is quite low.

The seasonal nature of beet-field work requires that sugar-beet laborers be resident in the State or within easy distance from the beet fields for about 6 months of the year. The time devoted to the industry is somewhat longer since it includes the period of travel to the State and back home. Despite the fact that the worker must be available for 6 months, the work opportunities during that period are limited to two peak periods: (1) The early period of employment in blocking, thinning, and hoeing; and (2) the late period of work in harvesting the crop. All told, the best crop provides workers with an average of 30 to 50 days' employment during a 6-month period.[16]

While the period of employment is very short, the hours of work are very long. During the work period, the usual hours of labor number between 11 and 12 per day. Recent studies in certain areas suggest that hours have been slightly reduced but in general hours of work remain unchanged.

The earnings of sugar-beet laborers while in Michigan are derived from two principal sources—sugar-beet work and off-season employment in other crops.

Sugar-beet wage rates are determined on a piecework basis. The minimum rates are set by the Secretary of Agriculture. Actually, these constitute the maximum rates paid in most cases. The schedule of payments to beet workers in 1940 and 1941 was $11 per acre for blocking, thinning, hoeing, and weeding, payable when work is completed. For topping, a sliding scale per acre is paid on the basis of the tonnage yielded per acre.

According to a survey made by Michigan State College of the costs of producing sugar beets on land yielding an average of 11.4 tons per acre, each worker spent an average of 40 hours per acre blocking, thinning, and hoeing and 34 hours in harvesting. Thus, 74 hours of labor were required, per acre.[17] The payment for such labor was $18.60 per acre. However, since the average yield per acre in Michigan is only about 9 tons,[18] the payment per acre is proportionately less.

Approximately 7 acres are assigned per worker in most cases. At an average rate of $18 per acre, then, he will receive $126 for the 6-month period he spends in Michigan. Not all workers receive a 7-acre assignment, however. For example, in Saginaw County, this year, many of the workers had only 4 or 5 acres to work. To some extent this was caused by the loss of acreage due to early frost and the spreading of work among all who had been brought into the district. On the other hand, most of the workers interviewed felt that more people had been brought into the area than were necessary. They argued that an average worker could satisfactorily handle about 12 acres of beets and that no one could earn enough on 7 or less acres to make the journey worth his while.

A recent study of the earnings of 10 families in the Saginaw factory district, prepared by Max C. Henderson of the Beet Growers' Employment Committee, indicated that the average net earnings per worker for beet work in 1940 was $135 for the 6 months he was resident in Michigan.

No data are available with respect to the earnings of beet laborers in the slack season. In 1941, however, more employment opportunities were available in other crops than in previous years. For example, many of the Saginaw County workers went down into Indiana to pick tomatoes. From other areas, notably Gratiot and Isabella Counties, workers went into Hart and Grand Traverse County to pick cherries. This is a fairly new pattern but it appears to be the beginning of a trend in intraseasonal migration.

Generally speaking, attempts to secure intraseasonal employment have been very informal and disorganized. Through a grapevine system workers are sometimes informed of job opportunities in other areas. Frequently, they just get up and move in search of work. In the recent past, however, some of the companies have been acting as a clearing house for labor information. The Heinz Co. in Saginaw, for example, contacted the Michigan Sugar Co. to secure pickle pickers. In other cases, the companies have urged farmers to employ the Mexicans for general work around the farms, for threshing and for haying. This, however, has been only moderately effective because the expected shortage of general help was not as acute as farmers feared it would be.

The companies have taken more interest in securing intraseasonal employment for the migrants because they fear that the Mexicans will not return once they have left. This is especially pronounced in Saginaw County where the crop is very poor this year and the yield is expected to be very low. In other areas where the crop is poor some migrants have already returned to Texas in response to reports that high wages for cotton picking are current.

---

[16] The 30-day estimate was made by N. C. Henderson, executive secretary of Beet Growers' Employment Committee, Inc., in A Study of Sugar Beet Field Workers' Earnings and Expenses, 1941, unpublished, p. 11. The 50-day estimate is included in U. S. Department of Agriculture, Agricultural Labor in the Sugar Industry, 1940, p. 12.

[17] Wright, Karl T., 1936 Sugar Beet Costs on 87 Michigan Farms. Michigan State College, East Lansing, 1938.

[18] Based on data supplied by U. S. Department of Agriculture, Sugar Section.

It is thought likely in the area that the attempts to secure dovetailing employment for sugar-beet workers will be more carefully organized in 1942. In the past, the lack of adequate earnings in Michigan has not seriously jeopardized the annual labor supply for the beet fields. Now, however, if some guaranties of intraseasonal employment are not made many of the workers may prefer to remain in Texas.

Two suggestions to increase earnings of beet labor were made by interested persons. A representative of the sugar industry suggested that the minimum rates of payment for beet work be increased next year. A Gratiot farmer argued that a pickle clause be inserted in the sugar-beet labor contract. This, he noted, would have a double advantage in that it would guarantee work for the Mexicans and, at the same time, assure the farmers of an adequate supply of manual labor for other crops. This proposal, however, did not receive full support from other farmers. They indicated that it might tend to discourage future migration if the guaranteed work did not yield adequate payments.

The basic problem with respect to the earnings and labor conditions of beet workers remains unchanged by the impact of the defense problem. It is essentially a problem of securing an adequate income for a worker in a highly seasonal industry that does not pay enough during the peak periods to support the laborer throughout the year.

SUMMARY

The migration of seasonal harvest workers is not a problem of Michigan agriculture as a whole. It is a problem of certain well-defined and limited sections of Michigan.

In the southwestern fruit and vegetable counties, considerable numbers of seasonal workers are required from June until November. The farms which use most of this seasonal labor are on the whole small highly diversified farms, although some, requiring large numbers of workers, are extensive and relatively specialized. The farms in the area are often described as being "family sized" farms, but those that grow fruits and vegetables find it necessary to depend on hired labor during harvest seasons. The demand for nonlocal seasonal worker stems directly from the type of crops produced, and the area devoted to labor requiring crops is increasing.

The demand for labor has been satisfied to date by the supply of migrant labor from the South, particularly Arkansas and Missouri. The social and economic problems arising from this migration include increased taxes for relief, health facilities, and schools, for the communities; low earnings, bad housing, inadequate medical care, poor or intermittent schooling, for the migrants. The economy of the region requires an influx of workers to harvest crops. To the extent that migrant workers constitute a financial burden to the communities, a subsidy is granted to agriculture from community funds. But since the community, in turn, depends so largely upon agriculture, this subsidy involves to a considerable extent taking money out of one pocket and putting it into the other. Only to those whose incomes are in no way dependent upon agriculture is this a real burden.

The migratory workers, on the other hand, have accepted existing conditions only because of necessity. With improving economic conditions in the South, it is considered likely that many of these workers will not be available for this work unless farm wages and living conditions in the fruit areas improve.

The intermittent character of sugar-beet employment makes the labor force available for non-sugar-beet work during the summer. The utilization of sugar-beet workers during this intraseasonal period, however, is by no means complete. The 10-week recess from beet work has spelled serious unemployment to many sugar-beet workers.

Intraseasonal employment of sugar-beet workers is not organized. The workers themselves are forced to find employment to supplement their beet work and have gradually built up recognized patterns of intraseasonal employment. The sugar companies and farmer employers have, until this year, taken little active interest in the matter.

Wherever these workers have appeared, they have tended to become increasingly significant in the harvest labor force. Generally, this has been a result both of the expansion of hand-labor requirements in particular crop areas and the disappearance of customary classes of workers—particularly resident labor—from the labor force.

Prior to 1941, the intraseasonal employment of sugar-beet workers has not been organized and has depended primarily on the initiative of the workers. Depletions of certain classes of farm labor, resulting from the expanding defense program of the United States, aggravated by farmer anxiety concerning supplies of farm labor, stimulated them to recruit actively during the summer of 1941.

In order to utilize effectively the intraseasonal labor of sugar beet workers, some employers have decided it will be necessary to organize this employment. They feel that neither the farmers nor the workers can afford the present disorganization of intraseasonal employment. Secondly, since the sugar-beet migrants customarily require housing in the work areas to which they travel, some provision for housing is regarded as necessary in the new competitive areas which now lack housing for seasonal workers.

As in western fruit and vegetable counties growers in eastern Michigan also foresee the necessity of increasing wages and improving living and working conditions in order to attract sufficient workers to harvest their crops.

EXHIBIT 54.—CHARACTERISTICS OF FARM LABOR IN BERRIEN COUNTY, MICH., 1940

REPORT BY THE LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

Migrant workers have been pouring into Berrien County for the summer harvest of fruit, extending from early May to October, in steadily increasing numbers each year. From a small beginning of a few truckloads of migrants in 1934, the number of migratory workers entering the area during the 1940 season has been estimated at 10,000. This rapid change in the source of farm-labor supply produced serious problems for both the workers and the community. On the one hand, recruiting and placement activities have been left largely unorganized, leading to chronic labor surpluses and their attendant underemployment and low earnings. On the other hand, failure to materially expand housing and sanitary accommodations for the new supply of workers severely overtaxed existing facilities, creating potential problems in the field of public health that menaced both the migrants and the community.

In order to make a concrete appraisal of these oft-repeated generalizations, the Labor Division of Farm Security Administration conducted a detailed survey of seasonal farm labor in the area during the summer of 1940. Through this survey a total of 258 family units,[1] including 138 heads of families and 120 single persons, were interviewed. These 258 family units included a total of 648 persons. Only one of the enumerated cases was a resident of the area. Though the sample may not represent a true cross section of the seasonal labor force in terms of "migrants" and residents, it is important to note that exclusive use of migrants was especially typical of the seasonal labor force employed by the large fruit growers. Smaller operators depended to a large extent on migrants but also used resident labor more liberally than this sample might suggest. Interest as to status and conditions of migrants was, of course, the dominant purpose behind the survey.

Insofar as the migrant group itself is concerned, it is believed that the characteristics measured in the sample group are reasonably typical for migrants as a whole entering Berrien County. Of the 258 enumerated cases, 185 were white and 73 were Negroes, or a ratio of about 3 to 1.

Most of the whites (64 percent) were heads of family groups, whereas an even greater proportion of the Negroes (73 percent) were single persons. Not only were there relatively fewer Negro families, but Negro families were smaller averaging 2.3 persons as compared with 4.0 for the white families and 3.8 for all families.[2]

Increasing public recognition has been given to the fact that migrants at large tend to fall in highly employable age groups. This is again borne out in the present survey. Heads of families averaged 34 years and single workers averaged 31 years. Out of the total group of 648 persons, 10 percent were under 5 years of age, a few more than one-fifth were from 5 to 14, and 57 percent were from 16 to 44.

---

[1] For purposes of this report, the term "family units" refers to the heads of families or single persons interviewed.

[2] The term "average" refers hereinafter to the median, unless otherwise stated.

While hardly well educated, the Berrien County migrants over 18 years of age had completed the sixth or seventh grade. The prospects for their children, a commentary on migration, did not appear as bright since one-fourth of the children of school age had not attended school during the 12 months preceding the survey.

SOURCE OF MIGRANTS

Migratory workers were drawn to Berrien County from at least 18 States. However, nearly two thirds of the family units came from the Cotton Belt area of southeast Missouri and Arkansas. Southeast Missouri was considered the home area by 21 percent of the family units, Arkansas by 41 percent; 11 percent came from the nearby States of Illinois, Indiana, and Ohio. The Southeastern States of Tennessee, Kentucky, Alabama, Georgia, Mississippi, and Florida accounted for 18 percent. A small number, approximately 4 percent, came from five far Western States. Less than 2 percent considered that they had no home State.

A small proportion, 4 percent of the migratory labor, was drawn from other areas within the State of Michigan.

INTERSTATE AND INTRASTATE MOVES

A high degree of mobility is characteristic of these people. The data show that the migrants moved from 1 to as many as 11 times during the 12-month period preceding the date of the survey, the average being about 3 moves. Nearly one-third moved 5 times or more during the year. Only 20 percent had moved but 1 time.

The great majority of the residential changes undertaken in search of employment carried the families across State lines. Of those who moved at least once, 98 percent had moved across State lines, whereas 54 percent had made intrastate moves. Thus, the average family unit made two interstate moves and one intrastate move during the year.

YEARS OF MIGRATION

The resort to migration to secure employment has become a fairly well established pattern for many of these people. The average family unit had been migrating for about 2 years. Two-thirds of the family units had been migrating for 1 year or more. Twenty percent have been migrating 5 years or more.

This pattern of life runs counter to the desires of the migrants. "We travel 'cause we have to, not 'cause we want to. You might say it's just compulsory to come 'cause there's nothing to do at home," was a typical remark of the migrants when asked why they had migrated. Deeply embedded in them is the thought that economic security can be achieved only through permanent settlement on the land. Only one-fourth of the group surveyed did not include the possibility of permanent settlement in their outlook toward the future. As might be expected, the desire for settlement was strongest among family groups, and 83 percent of these stated that they intended to settle down as compared with 63 percent of the single men.

There is every prospect, however, that the pattern of the immediate future of these migrants will conform to that of the present. Left to their own devices, the desire for settlement appears to be doomed to frustration. Except for the possibility of a drastic unanticipated reversal of current trends in agriculture or the intervention of some outside agency, the outlook for them is for increasing years in migrant status.

PREVIOUS ECONOMIC STATUS

The vast majority of the migrants interviewed had previously been engaged in the field of agriculture. A mere handful, amounting to less than 4 percent, reported that they had not done farm work of any kind before the current experience.

The data on the agricultural backgrounds of the migrants interviewed cover the 13-year period from 1927 to 1940.[3] The trends which have been taking place in the South among the small-farm owners, tenants, and sharecroppers during this period are revealed in the experience of the migrants interviewed. During this period, 36 percent of the family units had enjoyed formerly an agricultural status higher than that of farm laborers, ranging from sharecropper to farm owner. Single persons tended to come from the farm-labor class exclusively, three out of four having come from this class, whereas two out of four family heads previously had enjoyed some form of farm-operator status. A larger proportion of family heads, compared with single persons, had at one time been owner-operators.

---

[3] Persons who reported more than one type of agriculture experience were classified in the highest economic status group to which they had attained; for instance, a migrant who had been both an owner and a tenant was classified as an owner for purposes of analysis.

The data show, further, that the white heads of families had enjoyed a previous higher economic status than had the Negro heads of families. Although there were only 19 Negro family heads in the sample. it is interesting to note that not one had been an owner-operator at any time during the 13-year period preceding the survey. On the other hand, 12 percent of the white heads of families had at one time been owner-operators.

A larger percentage of the white family heads, 18 percent as against 5 percent for the Negroes, had been tenants. The number of family heads in the sharecropping class was very similar for both races, 18 percent for whites and 16 percent for Negroes.

A majority of both the Negro and white heads of families had been farm laborers in the past, but 74 percent of the Negroes had been farm laborers as against 50 percent of the whites. A small proportion of each race had been in nonagricultural occupations.

The differences in the agricultural status attained by the single persons according to race were far less striking. About 70 percent of the single persons in each race had been farm laborers. A few in each race had been owner-operators. The major differences came in the distribution between the tenant and sharecropper classes. More of the total number of single white persons in these two categories had been tenants, while for the Negro group more had been sharecroppers.

NUMBER OF JOBS HELD DURING YEAR

Turning to an examination of the data on the number of jobs held during the past year, the difficulty which these people experience in maintaining steady work is clearly emphasized.

The fact that some migrants had moved as many as 11 times during the past year, and that one-half of the migrants had moved 4 times or more, is indicative of the rapid job turn-over. On the average, the migrants had 5 jobs during the past year. The data reveal that some of the migrants had as many as 9 jobs during the year.

The majority of these jobs consisted of agricultural work, though during the past year the migrant group interviewed had engaged in some nonagricultural work. The ratio of the average number of agricultural to nonagricultural jobs for the family unit was 4 to 1.

NUMBER OF DAYS EMPLOYED

The loss of time and money involved in this frequent shifting from place to place and from job to job is considerable. In searching for work, the migrant must depend upon rumors or on his own previous experience. The data on the "reason for coming" to Berrien County show that about 45 percent of the family units stated that they came to Berrien County because they had "heard of employment." Twenty-seven percent had worked there before, and believed that they could find work again. About 20 percent of them said that they had made definite arrangements ahead of time with a job promised when they reported for work. Other reasons given for coming to Berrien County were "just drifting," "looking for work," or "came with friend who had been here before."

Not only is the migrant forced to waste time seeking employment but, when he does find a job, the work is generally for part of the week or part of the day. On many days, labor is kept idle because the market price may be at a low level which will cause the farmer to hold back the harvesting of part of his crop, or the weather conditions may not be favorable for picking, or more people than are necessary are available for work.

The average number of days worked during the past year by the migrant group studied was 155 days, or one-half of the total 308 possible working days during the year, if Sundays and holidays are excluded. It should be noted that even though a person may have worked only for 1 hour on any 1 day, it was considered as a day of employment for the purposes of the survey. Only 11 out of the 258 family units surveyed, or 4 percent of the total, had worked a full year of 308 days or more during the 12-month period preceding the survey. Seventy percent of the family units had worked less than 175 days—the equivalent of about 29 weeks of employment.

Obviously, the migrant group studied had suffered considerable unemployment. Nevertheless, the number of families and single persons who had received any relief at all during the past year came to a relatively small proportion of the total included in the survey. Only one family out of every four had been on work relief. The type of relief received was work relief in all but one case. Thirty-three percent of the family heads were employed on work relief while only 10 percent of the single men were so employed.

Of the 258 family units, 58 reported relief income, but the actual number of days on relief was ascertainable for only 49 cases. Although the sample is very small, the average number of days on work relief was 175. Thirteen of the 49 cases had been on work relief for 200 days or more.

HOUSING

The farmers in Berrien County are not properly equipped to house the large supply of seasonal labor which the harvesting of their crops both requires and attracts. Adequate housing facilities are practically nonexistent. The problem of housing seasonal workers has become more acute as the source of labor employed in the area changed from local labor and old time "fruit tramps"—who had their hobo camps along the railways—to the present family migrants. Sometimes the migrants bring their own shelter with them, parking a truck in a field or pitching a tent in the orchard. More often, however, they have no shelter of their own and expect the farmer to provide it. Water and sanitary facilities are required and often firewood also.

Practically no attempt has been made by the farmers to solve the housing problem by constructing special quarters for the seasonal workers. The accepted practice is to turn over to the migrants every possible type of shelter on the farm. Wagons are pulled out of their sheds so that migrant families may move into them, and garages are cleared out to make space for bedding piles. Barns, chicken sheds, abandoned houses, and hastily improvised labor cabins are pressed into service and crowded with families. One barn in the area housed 43 men, women, and children. Literally, any structure on the farm capable of providing a minimum of protection from sun, wind, and rain might be occupied. The data reveal the great variety of structures in the area which are used for housing. Labor cabins and barns were the most common types of shelter, providing the housing for about 20 percent of the family units. Houses were used by 15 percent, and tents by 12 percent; sheds, formerly used for tool packing, storage, and chickens, provided housing for about 8 percent. Garages were another means of housing. Other structures included a boxcar, trailers, a green hothouse, a dance hall, and an empty store.

In about 83 percent of the cases, the migrants were housed or camped in shelters which were provided by the employer. Migrants brought their own housing with them in the form of tents, trucks fixed for sleeping, trailers, and cars in the remaining 17 percent of the cases. The employer provided the camping space for the latter group by allowing them the use of his fields. Of those migrants who depended on the employer to provide some housing, less than 10 percent had to pay rent while in the Berrien area. The rents charged varied from $1 to $3 per week.

Besides the poor type of housing available, there was serious overcrowding. Over one-half of the migrant families were living with five or more persons in one room. The number of persons living with only one or two persons in the same room was small.

UTILITIES

Water and sanitary facilities for the migrant camps were limited. An unprotected well often supplied the needs of a whole camp. Community-toilet facilities were the rule. No individual toilets were reported, and only two flush toilets were in use by the entire group. One-fourth of the family units were without facilities of any kind. The remaining three-fourths were served by the common outdoor privy. Only 4 percent of these privies would have passed the standard Government qualifications for a sanitary outdoor privy, which is the closed-pit type. The rest were open pits, and closed- or open-surface privies, which were in such bad condition that the families did not use them.

Nearly two-thirds of the family units used kerosene lamps for light. About 16 percent had no lighting arrangements at all. Only 1 in 10 had electric lighting of some sort.

HEALTH

Inadequate housing, water, and toilet facilities may seriously affect the health of these migrants. But the health of the migrants is not only important to the migrants as a group, but also to the community at large. Although the local health authorities in Berrien County recognized that the health of the migrants may menace the health of the community, no provisions were made by the public-welfare agencies for granting medical assistance to the migrants.

It was common knowledge that some of the migrants were suffering with malarial fever, and it was also common knowledge that the migrants were suffering from many other ailments as well. The data reveal that of the 648 men, women, and children covered by the survey, 50 persons suffered from disabilities during the past 2 months. For persons who ordinarily work, this meant days lost from work. For those women and children who would not ordinarily be employed at wage work, this meant time lost from household duties or other family activities. The disabiling-illness rate for the group as a whole amounts to 8 percent. An average of 6 days was lost by these 50 persons. Although 68 percent of the persons in the survey were 15 years of age or over, 88 percent of those disabled during the 2-month period were in this age group. From this fact it must be said that the disability rate affects the important wage-earning members of the migrant group to a larger extent than the younger persons.

Fourteen of the fifty disabling illnesses were attributed to malarial fever. The prevalence of this iillness among the migrants is not only a serious threat to the other migrants but also to the community at large. Diagnosis of the disabilities sustained by the 36 remaining cases reveals a vast array of other ailments.

Twenty-four of the fifty cases had the services of a doctor. The remaining 26 had various reasons for not utilizing such services. The reason given in 5 of these cases was that they did not think a doctor was necessary. Ten persons stated that they could not afford to have a doctor, 6 said that they treated themselves with home remedies, 2 bought cure-all medicine at the drugstore, 2 persons did not know a doctor in the neighborhood, and 1 reported that he had seen a doctor once but could not afford another visit.

Certain illnesses of a minor nature, such as colds and stomachaches do not necessarily require the attention of a doctor. However, many of the persons might have benefited from a little expert care. Unable and unwilling to spend money unless it was absolutely necessary, the migrants rely upon native intuition, superstitions, and commercially advertised medicines.

INCOME

The average income for all families and single persons, including income from relief, was $355. The actual incomes ranged from less than $100 for the year to one case of over $2,000, but about 70 percent of the family units reported a total income under $500. About 22 percent of the family units had dependents residing elsewhere who were also supported by the income of the migrants.

There were four major sources of income for the migrants. The most important of these was cash earnings, which represented about 72 percent of the total income of the family units. The least important source was perquisites, which account for only 5 percent of the income. Fourteen percent of the income came from the sale of a capital good or from a small enterprise and the remaining 9 percent was secured from relief.

INCOME OF FAMILIES

The total income, including relief, of family groups and single persons will be discussed separately. The average income for families, including relief, amounted to $431. The average size of the 138 families, excluding the 120 single persons, was about 4 members. In addition, 25 of these familis had 57 dependents residing elsewhere, who relied upon the income of the migrants for support.

Nearly two-thirds of the families had income of $400 or less. Only 7 percent of the families had an income of $1,000 or more.

An examination of the two tables showing income including relief, and income excluding relief, reveals that the major recipients of relief were the persons in the low-income brackets.

Forty-five families, or one-third, received relief during the past year. The average income from this source was $138.

Although data are not available on the number of persons contributing to the total family income, data are available on the number of persons contributing to the cash earnings of the family. Two persons contributed to these earning in about 50 percent of the cases. Three and four contributors accounted for another 26 percent of the cases. The rest of the families had over four contributors, and there were two families in the survey who had as many as nine contributors. Thus an average family of four persons had an average of two persons contributing to the major part of the family income.

Although the number of Negro families in the survey is small, a comparison of the total income of Negro families and white families reveals that the average income for Negroes was $269 oompared with $467 for whites.

INCOME OF SINGLE PERSONS

The average income, including relief, of the 120 single persons amounted to about $277. Nearly one-third of the single persons reported incomes of $200 or less. Only 8 percent reported income of $600 or more.

Forty-one of these single persons had 108 dependents elsewhere who relied on the means of the workers.

Income from relief is not an important source of income for the single persons as a group. Only 11 percent of the single persons reported that they had received relief. However, the average income from relief for the 13 single persons amounted to about $188.

The average total income of Negroes was $256, whereas the income for whites was $317.

TRANSPORTATION

The ability to get from one job to the next is of utmost importance to the migratory worker. In this connection, importance of owning an automobile as a contributing factor in the income of migrants is revealed in the survey.

Slightly more than one-half of the families owned automobiles. The average income of these families was $518, whereas the average income for those families who had to depend upon some other form of transportation was $340.

Only 10 percent of the single persons owned automobiles. Although, the number of automobile owners is small, it is interesting to note that their average income was $325 as compared with $260 for single persons without automobiles.

The data reveal that the automobiles were old. Only one automobile out of the 83 was a 1938 model or later. About 56 percent of the automobiles were models from the years 1928 to 1930.

Employers in some areas pay the transportation costs for their migratory laborers. This was not the case in Berrien County. Of the 243 family units for whom data were available, only 1 had his transportation costs paid for by his employer.

Attached to this report are 12 tables which include most of the data presented in the text.

TABLE I.—*Migratory status of all heads of families and single persons*

Migratory status	Number of families and single persons		Number of families		Number of single persons	
	Number of cases	Percent	Number of cases	Percent	Number of cases	Percent
Residing in Berrien County:						
Interstate migrants	----------	----------	----------	----------	----------	----------
Intrastate migrants	----------	----------	----------	----------	----------	----------
Nonmigrants	1	0.4	1	0.7	----------	----------
All residents	1	.4	1	.7	----------	----------
Residing outside Berrien County:						
Interstate migrants	253	98.0	137	99.3	116	96.7
Intrastate migrants	4	1.6	----------	----------	4	3.3
All nonresidents	257	99.6	137	99.3	120	100.0
Not available	----------	----------	----------	----------	----------	----------
Total	258	100.0	138	100.0	120	100.0

TABLE II.—*Migratory status of white heads of families and single persons*

Migratory status	Number of families and single persons		Number of families		Number of single persons	
	Number of cases	Percent	Number of cases	Percent	Number of cases	Percent
Residing in Berrien County:						
Interstate migrants						
Intrastate migrants						
Nonmigrants	1	0.6	1	0.8		
All residents	1	.6	1	.8		
Residing outside Berrien County:						
Interstate migrants	181	97.8	117	99.2	64	95.5
Intrastate migrants	3	1.6			3	4.5
All nonresidents	184	99.4	117	99.2	67	100.0
Not available						
Total	185	100.0	118	100.0	67	100.0

TABLE III.—*Migratory status of Negro heads of families and single persons*

Migratory status	Number of families and single persons		Number of families		Number of single persons	
	Number of cases	Percent	Number of cases	Percent	Number of cases	Percent
Residing in Berrien County:						
Interstate migrants						
Intrastate migrants						
Nonmigrants						
All residents						
Residing outside Berrien County:						
Interstate migrants	72	98.6	20	100.0	52	98.1
Intrastate migrants	1	1.4			1	1.9
All nonresidents	73	100.0	20	100.0	53	100.0
Not available						
Total	73	100.0	20	100.0	53	100.0

TABLE IV.—*Number of interstate and intrastate moves made by heads of families and single persons, 1939–40* [1]

Number of moves	Number of families and single persons			Number of moves	Number of families and single persons		
	All types of moves	Interstate moves	Intrastate moves		All types of moves	Interstate moves	Intrastate moves
None	1	5	119	7	11	5	
1	38	56	62	8	7	1	
2	46	78	34	9	3	1	
3	42	49	24	10 or more	4		
4	46	43	12	Not available	1	1	1
5	29	11	5				
6	30	8	1	All groups	258	258	258

---

[1] During 12 months preceding date of survey.

TABLE V.—*Number of years heads of families and single persons have migrated* [1]

Number of years as migrant	Number of families and single persons	Percent of migrants and non-migrants	Percent of migrants
Migrants:			
5 years or more	54	20.9	21.0
4 to less than 5 years	14	5.4	5.4
3 to less than 4 years	35	13.6	13.6
2 to less than 3 years	24	9.3	9.4
1 to less than 2 years	37	14.4	14.4
Less than 1 year	93	36.0	36.2
All migrants	257	99.6	100.0
Nonmigrants	1	.4	----------
All migrants and nonmigrants	258	100.0	----------
Not available	----------	----------	----------
Total	258	----------	----------

[1] A migrant is defined as a person who has moved his residence at least once during the 12 months preceding date of survey.

TABLE VI.—*Previous agricultural experience of heads of families and single persons, by race and family status*

Previous agricultural experience [1]	Race and family status								
	All races			White			Negro		
	Families and single persons	Families	Single persons	Families and single persons	Families	Single persons	Families and single persons	Families	Single persons
Owner-operator	20	14	6	18	14	4	2	-------	2
Hired manager	-------	-------	-------	-------	-------	-------	-------	-------	-------
Tenant	34	22	12	31	21	10	3	1	2
Share cropper	37	24	13	25	21	4	12	3	9
Farm labor	156	72	84	105	58	47	51	14	37
Not a farmer	9	4	5	5	3	2	4	1	3
Not available	2	2	-------	1	1	-------	1	1	-------
All groups	258	138	120	185	118	67	73	20	53

[1] Some persons reported more than 1 type of previous agricultural experience. Such persons were included in the highest economic status reported.

TABLE VII.—*Number of days heads of families and single persons were employed during 12 months preceding survey* [1]

Number of days employed	Number of cases	Percent of all groups	Cumulative percent	Number of days employed	Number of cases	Percent of all groups	Cumulative percent
1 to 25	13	5.1	----------	201 to 225	15	5.9	83.6
26 to 50	18	7.0	12.1	226 to 250	13	5.1	88.7
51 to 75	25	9.8	21.9	251 and over	29	11.3	100.0
76 to 100	28	10.9	32.8				
101 to 125	39	15.2	48.0	All groups	256	100.0	----------
126 to 150	32	12.5	60.5	Not available	2	----------	----------
151 to 175	25	9.8	70.3				
176 to 200	19	7.4	77.7	Total	258	----------	----------

[1] Excludes days of work relief.

TABLE VIII.—*Total income, including relief of families and single persons, 1939–40* [1]

Income class, including relief	Number of all families and single persons	Number of families	Number of single persons	Percent of all reported classes			Cumulative percent		
				All families and single persons	Families	Single persons	All families and single persons	Families	Single persons
$100 or less	13	3	10	5.1	2.2	8.4	5.1	2.2	8.4
$101 to $200	41	14	27	16.0	10.2	22.7	21.1	12.4	31.1
$201 to $300	52	22	30	20.3	16.1	25.2	41.4	28.5	56.3
$301 to $400	41	23	18	16.0	16.8	15.1	57.4	45.3	71.4
$401 to $500	30	23	7	11.7	16.8	5.9	69.1	62.1	77.3
$501 to $600	33	15	18	12.9	10.9	15.1	82.0	73.0	92.4
$601 to $800	25	20	5	9.8	14.6	4.2	91.8	87.6	96.6
$801 to $1,000	9	7	2	3.5	5.1	1.7	95.3	92.7	98.3
$1,001 to $1,500	7	7		2.7	5.1		98.0	97.8	98.3
$1,501 to $2,000	1		1	.4		.9	98.4	97.8	99.2
$2,001 and over	4	3	1	1.6	2.2	.8	100.0	100.0	100.0
All classes	256	137	119	100.0	100.0	100.0			
Not available	2	1	1						
Total	258	138	120						

---

[1] 12 months preceding date of survey.

TABLE IX.—*Total income, excluding relief, of families and single persons, 1939–40* [1]

Income class, including relief	Number of all families and single persons	Number of families	Number of single persons	Percent of all reported classes			Cumulative percent		
				All families and single persons	Families	Single persons	All families and single persons	Families	Single persons
$100 or less	25	9	16	9.8	6.6	13.4	9.8	6.6	13.4
$101 to $200	49	25	24	19.1	18.2	20.2	28.9	24.8	33.6
$201 to $300	57	26	31	22.3	19.0	26.1	51.2	43.8	59.7
$301 to $400	34	15	19	13.3	10.9	16.0	64.5	54.7	75.7
$401 to $500	20	14	6	7.8	10.2	5.0	72.3	61.9	80.7
$501 to $600	30	16	14	11.7	11.7	11.8	84.0	76.6	92.5
$601 to $800	22	17	5	8.6	12.4	4.2	92.6	89.0	96.7
$801 to $1,000	8	6	2	3.1	4.4	1.7	95.7	93.4	98.4
$1,001 to $1,500	6	6		2.3	4.4		98.0	97.8	98.4
$1,501 to $2,000	1		1	.4		.8	98.4	97.8	99.2
$2,001 and over	4	3	1	1.6	2.2	.8	100.0	100.0	100.0
All classes	256	137	119	100.0	100.0	100.0			
Not available	2	1	1						
Total	258	138	120						

---

[1] 12 months preceding date of survey.

TABLE X.—*Type of housing of all families and single persons, by ownership and rental arrangements*

Type of housing	Total	Ownership and rental arrangements							
		Owned by worker	Free housing provided by—		Housing rented from—			Miscellaneous	Not available
			Employer	Relative	Employer	Other persons	Not specified		
House	42		36	4	1	1			
Tent	31	8	3					20	
Rooming house	0								
Trailer	0								
Tourist cabin	0								
Barracks	7		7						
Labor cabin on farm	53		48		5				
Barn	54		54						
Car (not trailer)	3	1						2	
Miscellaneous	64	4	44			9		7	
No housing	3							1	2
Not available	1								1
All types	258	13	192	4	6	10		30	3

TABLE XI.—*Size of families, by race*

Number of persons per household group	All families and single persons		
	Total	White	Negro
Single persons	120	67	53
2	43	27	16
3	33	31	2
4	22	20	2
5	14	14	
6	14	14	
7	5	5	
8	1	1	
9	3	3	
10 or more	3	3	
Not available			
All groups	258	185	73

TABLE XII.—*Age distribution of all persons by race and sex*

Age	All persons			Race and sex					
				White			Negro		
	Both sexes	Male	Female	Both sexes	Male	Female	Both sexes	Male	Female
Under 1 year	18	11	7	17	10	7	1	1	
1 to 4 years	43	21	22	41	20	21	2	1	1
5 to 9 years	67	36	31	64	35	29	3	1	2
10 to 14 years	76	39	37	76	39	37			
15 to 19 years	77	49	28	72	46	26	5	3	2
20 to 24 years	82	57	25	60	41	19	22	16	6
25 to 34 years	122	77	45	90	54	36	32	23	9
35 to 44 years	88	58	30	70	41	29	18	17	1
45 to 54 years	43	33	10	35	25	10	8	8	
55 to 64 years	23	19	4	19	15	4	4	4	
65 and over	2	2		2	2				
Not available	7	4	3	2	2		5	2	3
All age groups	648	406	242	548	330	218	100	76	24

EXHIBIT 55.—ACTIVITIES OF MICHIGAN CHURCHWOMEN IN PROGRAM OF RELIEF FOR DEFENSE MIGRANTS

REPORT BY SARAH K. HEPBURN, COUNCIL OF WOMEN FOR HOME MISSIONS, DETROIT, MICH.

This is a report on various activities conducted in the State of Michigan, mainly by churchwomen, in 1940–41. Deeply stirred by the needs of agricultural migrants, these women have visualized programs for migrant relief as an essential phase of home defense. They have been trying to build a better today that tomorrow may be stronger to meet whatever needs may arise. In this respect their activities can be considered programs for defense in its truest sense.

In the fall and winter of 1940–41 Protestant churchwomen all over the State studied in their home-missionary socities the pamphlets edited by Benson Landis, Uprooted Americans. For many it was their first realization of the existence of the "Joads" of America; for others their first intimation that these people were anything but bums to be used when needed and then hustled on for someone else to use. Farm Security Administration pamphlets and mimeographed material further spotlighted conditions. Especially illuminating was the summary of the Government report of conditions in Berrien County in 1939. This last, along with photographs taken in Berrien County made a deep impression. Michigan women comprehended for the first time the indignities being suffered right here under their very noses. It was a direct challenge to their patriotism and to their Christianity.

The survey of Berrien County had been made by the Farm Security Administration preparatory to the establishment of three Government camps in western Michigan. This plan met violent local opposition from farmers, many of whom were misinformed as to the character and purposes of the Farm Security Administration camps. As a result, in February 1941, a resolution was introduced and passed the State house of representatives memorializing the Federal Government not to establish the camps. This was the signal for the women of the State to go into action.

The resolution (No. 14) was sent to the Senate Committee on Rules and Resolutions. Immediately letters began to arrive from church and club women protesting against it and asking for a hearing. Meanwhile, through a few speakers who were very active among church groups, through women's clubs, through countless personal letters and contacts word went out all over the State that here was the perfect chance to show that Christian democracy could and did work to aid the underprivileged.

The hearing was set for March 12 which proved to be cold and slippery with sleet and rain. The committee from Detroit which had been active in initiating the opposition went to Lansing wondering who else would be there to help them plead for the Farm Security Administration camps. To their great delight at least 60 people appeared, people from all over the State who were in sympathy with the camps. Among the groups represented favoring the establishment of Farm Security Administration camps were the Michigan Federation of Churches, Detroit Council of Church Women, Detroit Young Women's Christian Association, Detroit Consumer's League, Michigan Federation of Women's Clubs, Michigan League of Women Voters, diocese of Michigan. In addition were representatives of labor organizations, ministers of several denominations, professors, representatives of the Farm Security Administration, and farmers and their wives from the areas most affected.

FARMERS ADMIT NEED FOR BETTER HOUSING

When the bitter hour-and-a-half session was over, the issue had been squarely faced. The farmers opposing the camps were frank to admit that they feared that migrants made self-respecting by decent living quarters and a place to clean up would join together in labor unions which would raise the wages paid the laborers. Those in favor of the camps brought out their advantages and pointed to the economic ills that result from a large class of underpaid, underfed people, the health dangers both to migrants and to the State as a whole of their present wretched way of life, the political dangers from a large group of desperate men willing to work but finding themselves treated with such little regard for human decency. The resolution was killed in committee, but before it died, every newspaper in Michigan carried the story prominently and people all over the State discussed the matter. One farmer from St. Joseph who had opposed the camps bitterly is reported to have said in a public meeting on the subject that whichever side one was on, it had to be admitted that the situation was a bad one, and if farmers did not want the Government camps, they must do better themselves for their pickers.

Meanwhile other projects for migrants were being carried on, especially by the church women. Saginaw women renewed their interest in the Mexican mission conducted there by the Baptist Church. The Detroit Public Library held an exhibit of source material on and photographs of migrant life. Later, the photographs, furnished by the Farm Security Administration, were arranged with pamphlet material both from the Government and the Council of Home Missions, into two traveling exhibits under the auspices of the Michigan Library Association adult education committee, and have been to 14 other towns and cities and are being booked now for a winter of travel.

In the fall of 1940 the Michigan State Migrant Committee was formed to aid the migrant program of the Home Missions Council of North America. This committee is made up of representatives from various Protestant denominations, and so far has acted mainly in an advisory capacity. The work of the Home Missions Council in the State, however, has been greatly increased because of greater cooperation from local communities and increased donations by church women as a direct result of their study of conditions. Whereas in 1940 only three full-season nurseries were operated, one more in Benton Harbor was forced to close because of lack of funds, in 1941 a full-time nurse worked in the Berrien County area, two Negro men planned recreation programs for Negroes at Sodis, and nursery centers were held at Alma, Blissfield, South Haven, Benton Harbor, and two at Mount Pleasant. All of these centers were plentifully supplied with clothing and work materials; and in most cases, local church women gave food, already cooked, for noon lunches for the children. In connection with the mission at Blissfield, church leaders in the Metropolitan Methodist Church in Detroit directed young people in a recreation program for the children. These young people, most of whom worked through the week, made field trips to Blissfield on their week-end holidays.

ACTIVITIES OF DIOCESE OF WESTERN MICHIGAN

The diocese of western Michigan, which is in the heart of the fruit area, deserves approval for the action of its women in devoting their spring convention to the migrants. Miss Edith Lowry and Miss Helen White, both from the Home Missions Council of North America, presented the national and the Michigan picture of the work of their organization. As a result the diocese of western Michigan now has a rural social worker whose services during the summer are turned over to the council.

An independent church project was conducted by the young people of Central Methodist Church of Detroit under the direction of Rev. Franklin Littell. A group of students picked cherries in the Traverse City area until they had earned enough to pay their own expenses. Then they conducted a mission where they cared for the children of pickers. This effort was well received by the migrants and the farmers as well.

In the Detroit area an effort was made by several organizations to give help directly to Centerline, a community that is growing by leaps and bounds as a result of defense migration. Money and service were given toward the summer recreation program for the children of defense workers. The groups participating in this were the diocese of Michigan, Merrill-Palmer College Women's Volunteer Service, Daughters of the American Revolution, Detroit Business and Professional Women, and Chi Omega.

While the record is one of achievement for the women of Michigan, they are quite aware that they have only scratched the surface. This year there were fewer migrants in Michigan, and their pay was better, on the whole, but the conditions under which they lived were for the most part deplorable. The writer in June visited camps occupied by strawberry pickers in the South Haven area. In some of these 8 and 10 families were camping with no toilets, and water to drink was carried some distance. In beet areas time after time she saw overcrowding. At Lansing, hardly a stone's throw from the main road, five families, each in an improvised room, were herded into a small warehouse behind a sugar factory with no safe place for a dozen or so small children to play. At Blissfield the diphtheria epidemic revealed miserable conditions. Everywhere in the beet sections are children who do not speak English. And in the fruit regions, little children 8 and 9 years old picked for long hours. Housing supplied to beet workers (described in the contracts as "adequate") was barren, usually overcrowded, on land with no trees or grass, with insufficient garden space, and with no provision at all for children's play. At Alma in the school a mission nursery center is conducted by local church people under the direction and with the help of the Home Missions Council. In this school classes in English and Americanization are held. However, no attempt was made in most places, so far as the writer could find from personal questioning in six other beet regions to provide schooling for the children of laborers who come to Michigan for 5 or 6 months to work the crops.

EIGHT OBJECTIVES OF JOINT PROGRAM

There emerge, then, from the general situation, eight main objectives toward which the women of Michigan, in cooperation with State and Federal efforts, must still work.

1. *Better housing.*—In the program for the future the establishment of Farm Security Administration camps for migrant workers is till a main objective. With even one such camp as a model, local communities would be able to pattern their local tourist and farm-labor accommodations by it, and in many sections of western Michigan we would find immediate improvement in housing and sanitation standards.

2. *Better education facilities for migrant children.*—With a Federal camp as a center to start from experiments in educating transient children could be carried on by the State department of education. In beet-sugar areas it is hoped that parent-teacher groups may be aroused to the vital need to enforce attendance laws for children of beet laborers and further to provide local centers for the teaching of English and Americanization work. Government statistics show that half of the children of migrants never go to school or at most never get beyond the first grade. Thus they are caught in a vicious circle. Knowing no other way of life than migrant agricultural labor, they will perpetuate the misfortunes of their fathers and be a constant problem in days to come. Defense of democracy certainly demands that these children be given a chance at education.

3. *Better sanitation.*—All people in Michigan should work for a close cooperation between Federal and State health departments and between those departments and the employers of migrant laborers. This means regulation of workers' camps to check on toilets, water supply, garbage disposal, and safe playgrounds for children.

4. *More health control.*—This would demand an extension of the health examinations of beet laborers in Texas to their families. Preventive measures for smallpox and diphtheria should be routine for children brought into the State by beet growers or sugar companies. There should also be an extension of the public health nursing service among migrants. especially in the fruit areas not directly served by the medical unit of a Farm Security Administration camp.

5. *Closer control of working conditions of children.*—The building of a State organization to investigate child labor in Michigan is being planned. Functioning through local branches it will be the job of this group to educate communities as to the need for limitation of child labor in commercial agriculture. What the provisions of the Sugar Act have done for the children of beet laborers should be an encouraging factor in this part of the program.

6. *Better functioning of employment agencies.* —In the past too little use has been made by employers of agricultural labor of State employment agencies. Beet labor is recruited in Texas, for the most part, through private agencies that exist to take what profit they can. Only in times of great scarcity of labor have State employment facilities been called on for workers. The practise of advertising the bounteous Michigan crops in areas where laborers are likely to be found has been followed, so that every year there is an influx of floating labor coming into the State (enough to keep labor "dirt cheap," of course), looking for work with no known destination or any assurance of finding a job. Much of this waste effort could be eliminated by better employment agencies under State or Federal operation where farmers could register their needs and workers could apply for jobs. If Government camps were established, something of this sort would undoubtedly follow for the regions served by such camps. Such agencies would be able to adjust wages and hours more fairly for worker and grower, and might gradually evolve a plan whereby all agricultural laborers might be included in old-age pension security.

7. *Religious education and opportunity for migrants.*—Churches in rural areas should enlarge their summer programs to include migrants, especially children. Daily vacation Bible schools in areas where migrants are congregated could do the country a great service in buttressing the morale of these farm laborers who seem

to most of us to have so few of the joys of American life. City churches should "adopt" communities where the need is great, as was the case this summer in Blissfield, and lend a hand with finances and with personal service as well. Christian democracy presupposes a sharing of things spiritual as well as material. Michigan women have this last year pioneered in this field; much still remains to be done.

8. *Wider education programs for people in general on the problem of the migrant laborer in Michigan.*—This means more study groups in clubs and churches; more competent speakers to arouse such groups; further extension of library exhibits, etc.; better and wider publicity for work done by the Home Missions Council through an active publicity plan by the Michigan migrant group; and more publicity for the Farm Security Administration camps. As part of this educational program a scheme is under consideration whereby scholarships (the money to be raised by the study groups referred to above) be offered to students of sociology for field work during the summer among migrant workers. It is hoped that this will serve the threefold purpose of drawing into cooperative action club and church women, departments of sociology in our colleges, and students who plan to specialize in social service. As these students would report back to the groups who sponsored them, we would have a perfect example here in the State of the effectiveness of democratic cooperation.

The agricultural migrant as he exists today is a pitiful example of our failure to realize in this country equality of opportunity for all. He is a weak link in the chain of our defense program, for he carries with him the dangers of ignorance, poverty, disease, and unrest. What has been done in Michigan by earnest, patriotic, Christian women seems insignificant when compared with what remains yet to be done; but the fact that the problem is being faced courageously means that something has been accomplished in defense of our ideals.

RESOLUTIONS ON FARM SECURITY ADMINISTRATION CAMPS FOR MIGRANTS, OFFERED IN MICHIGAN STATE SENATE

The following resolution was reported in the State of Michigan Journal of the Senate, issue of February 6, 1941:

A message was received from the house of representatives transmitting House Concurrent Resolution No. 14.

A concurrent resolution opposing the establishment of any migratory workers camps by the Federal Government in the State of Michigan.

Whereas there is being considered at this time by Federal authorities a plan of establishing migratory workers camps in certain parts of the State of Michigan, which plan is based upon a consideration of matters and information from sources that cannot be deemed the result of careful and thorough investigation; had such investigation been made, had the wishes of the people of the localities where the camps are to be located been considered, had the true facts surrounding the present method of equipment of such workers and the full details of certain camps of somewhat similar design been considered, it would have been found that such camps are undesirable, unnecessary, and unsuited for the short periods that such labor is required; and

Whereas the investment by the Federal Government in this matter as planned for the establishment of two such camps is placed at $450,000 is considered as a waste and useless expenditure of public funds; and

Whereas we oppose the establishment of any migratory workers camps by the Federal Government in Michigan: Now, therefore, be it

Resolved by the house of representatives (the senate concurring), That the 1941 Michigan Legislature opposes the establishment of any migratory workers camps by the Federal Government in the State of Michigan; and be it further

Resolved, That copies of this resolution be transmitted to the President of the United States, the President of the Senate, and Speaker of the House of Representatives of Congress, and the Michigan Members in the Senate and House of Congress.

The message informed the senate that the house of representatives had adopted the concurrent resolution; in which action the concurrence of the senate was requested.

Pursuant to rule 59, the concurrent resolution was referred to the committee on rules and resolutions.

The following resolution was reported in the State of Michigan Journal of the Senate, issue of February 21, 1941:

Mr. Nowak offered the following concurrent resolution, Senate Concurrent Resolution No. 26.

A concurrent resolution relative to the establishment of migratory workers' camps by the Federal Government in the State of Michigan.

Whereas Federal authorities have made a careful and thorough investigation of the migratory farm labor situation in Michigan particularly as it applies to Berrien County; and

Whereas said investigation, made by nine investigators who spent 10 days in obtaining data which has been published in a report known as "the Field Survey of Migrant Farm Labor in Berrien County, Michigan—by the Labor Division—Farm Security Administration, U. S. Department of Agriculture, 1940,"; and

Whereas said report revealed deplorable conditions to be existing in said county because of a lack of proper shelters for such workers, their families and children, which has resulted in the springing up of jungle camps along highways, on the edges of towns, and in the fields, etc.; and

Whereas it was found by these investigators that in many instances such families were being housed in said county in garages, shacks, tents, and barns and in one instance as many as 40 persons in one barn where the toilet facilities were so filthy that they were little used by such families; and

Whereas the lives of all consumers of Michigan fruit and berries are endangered in that these workers do not come under the health regulations as applying to beet workers and because these families must live in unsanitary conditions (as reported in Michigan Public Health Vol. 29 No. 1, Jan. 1941); and

Whereas at least 10,000 such families in the area in 1940 and increasing the problem of these workers is a Federal one in that these migratory workers are not citizens of any particular State, and

Whereas the Federal Government has indicated a willingness to assume this burden by the construction with Federal funds of two camps in said Berrien County to provide these families with proper bathing, washing, toilet, and housing facilities; and

Whereas such Federal camps would remove the unsightly, unsafe, and unsanitary temporary shacks from our State highways and other roadsides and communities; and

Whereas such expenditures would result in economies to the State of Michigan and would pay dividends to the public as a whole in better health among the workers, in crime reduction, etc.; and

Whereas we favor the erection of such Federal camps; now therefore be it

Resolved by the Senate (*the House of Representatives concurring*), That the 1941 legislature favors the establishment of such migratory workers camps by the Federal Government in the State of Michigan; and be it further

Resolved, That copies of this resolution be forwarded to the President of the United States and to the Michigan Members of Congress.

Pursuant to Rule 59, the concurrent resolution was referred to the committee on rules and resolutions.

HEARING OF MICHIGAN STATE SENATE COMMITTEE ON FARM SECURITY ADMINISTRATION CAMPS FOR MIGRANTS

REPORT BY SARAH K. HEPBURN, COUNCIL OF WOMEN FOR HOME MISSIONS, DETROIT, MICH.

The hearing on the question of whether Michigan should or should not have Federal migrant camps was held in Lansing on March 12 before the senate committee on rules and resolutions. The committee was composed of the following senators: Herman Dignan, chairman, of Owosso; Earl W. Munshaw, of Grand Rapids; D. Hale Brake, of Stanton; Ben Carpenter, of Harrison; and Joseph A. Baldwin, of Albion. Senator Baldwin left when the hearing was about half over.

Those who spoke against the camps were Gail Handy, representative; Charles Miller, former sheriff; William Dech, president Derrien County Horticultural Society; J. T. Hammond, senator; W. G. Armstrong, master of the State Grange, all from Berrien County.

Speaking in favor of the camps were Mrs. Oscar Shapiro, farmer's wife from St. Joseph; Mrs. Charles S. Goudy, club and church woman from Grand Rapids; Mr. Sumner, clergyman from Grand Rapids; Roscoe Carr, Farm Security Administration representative; Senator Stanly Nowak, Detroit; Darrell Smith, legislative representative for the Congress of Industrial Organizations; Mrs. Marguerite Dwan, social worker, Benton Harbor; Sarah K. Hepburn, social worker and teacher and representative of the Metropolitan Young Women's Christian Association of Detroit; and Mr. Drake, Congregational minister of Breckenridge.

Although by actual count those in favor of the camps had more representatives who spoke,the time allotment was largely in favor of the opposition. As they had first chance, their first three speakers took the lion's share of the time, an old political trick. With the exception of the main point made by Senator Hammond, the remarks of the opposition speakers presented the situation of the migrants in Berrien County as a perfectly happy one for all concerned. We were assured over and over again that housing conditions were pleasant, "just like a nice vacation," in fact. There are no disturbances of the peace, we were told by the sheriff, that authorities were not able to "keep under control." According to the speakers of the opposition side, workers are perfectly satisfied with present wages and the only fly in the ointment is the well-meaning but misguided interference of busybodies from clubs and churches who never ran a farm and are therefore not competent to judge of such matters [as child welfare, child education, public health measures, and common American justice]. The words in the brackets are mine, but the inference was plain. Only when Senator Hammond spoke did the real objection appear. He stated frankly that the opposition was based upon the feat that if migrants were allowed to live together they would organize and demand higher wages. One speaker voiced the fear that the camps would enable migrants to stay all winter and become a welfare burden, a fear which seems unfounded in view of the fact that the camps are to be seasonal, opening and closing at definite dates, thus making it impossible for migrants to stay the necessary year to establish settlement rights.

Those in favor of the camps brought out the fact that the situation in Berrien County is part of a national problem which can be solved only with national help. It was pointed out that successful camps had been established elsewhere. Mrs. Marguerite Dwan stated positively that conditions had been deliberately misrepresented by the opposition, and she cited the case of inadequate hospital facilities which had come under her personal observation. Senators Nowak and Darrell Smith both asserted the essential American right of the migrants to organization if they wanted it, and pointed out that labor troubles are much older than Federal camps. Both asserted that the likelihood of formal organization was negligible because of the temporary nature of the work and the desperate situation of the people involved. It was further pointed out by those favoring the camps that the children of migrants receive little or no education, hence no chance to get out of the migrant group. That they have such a chance is to the advantage of the farmers and of society as a whole. The right of club and church people to participate in decisions affecting farmers was defended on the ground that public health and child welfare are the concern of every public-spirited citizen. The best witness for the camps was Mrs. Shapiro, who spoke with sincerity and forcefulness for the plight of the small farmer who needs seasonal help but cannot afford decent quarters on his own farm and who is too self-respecting himself to offer his fellow human beings a chicken coop or a dirty barn as a home, no matter for how short a time. For these farmers the camps present the perfect answer. Decent living, sanitary local conditions are achieved, migrants are fairly treated, and the farmer gets his help when he needs it. Mr. Drake brought out the question of the possibility of camps for other regions, saying that he disliked the idea of having one county close the doors of the State to a benefit that other counties might like to enjoy.

The hearing closed without our having had a chance to hear from other farmers who had seen the camps in action in other places and whose testimony would have been equally valuable. It was gratifying, however, to know that more than 50 people came to Lansing on a stormy March day as witnesses to the fact that they believed that Michigan would benefit from having Federal camps for migrants.

EXHIBIT 56.—MIGRATION OF FAMILIES INTO RURAL DISTRICTS OF WAYNE COUNTY WITHIN THE PAST 12 MONTHS

REPORT BY FRED C. FISCHER, SUPERINTENDENT, WAYNE COUNTY SCHOOLS, DETROIT, MICH.

SEPTEMBER 23, 1941.

This survey is based upon a sampling of 20 of the 73 rural districts of Wayne County. Since these 20 districts are representative of the entire county, figures appearing in the second column are determined upon the basis of the sampling. The districts surveyed included 38 percent of the total census population of the 73 rural districts.

	20 districts		73 districts (estimated figures)	
Total number of families	425		1,117	
Living in homes more than 2 years old	166		436	
Living in homes less than 2 years old	216		568	
Living in trailers	28		74	
Living in tents or other temporary structures other than trailers	15		39	
Homes having city water	101		265	
Homes to which city water is carried	142		373	
Homes without city water	182		478	
Homes with sewer connections	39		102	
Homes without sewer connections	386		1,115	
	Number families	School children	Number families	School children
From Detroit	222	373	584	981
From other Wayne County cities and villages	77	153	202	402
From other Wayne County rural districts	28	69	73	181
From other Michigan cities	31	56	82	147
From other States	55	116	144	305

Exhibit 57.—Economic Opportunity and Population Movement in the Cut-over Region of Michigan

REPORT BY WILLETT F. RAMSDELL, PACK FORESTRY FOUNDATION, PROFESSOR OF FOREST LAND MANAGEMENT, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.

September 17, 1941.

The cut-over region of Michigan is most often referred to in general discussion as "north of the Muskegon-Bay City line." Obviously there is not a sharp, clear-cut line across the State, and the use of county boundaries is quite arbitrary. However, counties form convenient statistical units, and the boundary most generally used and accepted is somewhat irregular and extends to the south borders of Oceana, Newaygo, Clare, Midland, and Arenac Counties, leaving Bay and Muskegon Counties to the south of the region. There is much land of typical cut-over region character to be found south of this arbitrary division and many areas of good farm and orchard lands to the north. However, the predominant characteristic by area to the north is forest land and to the south is nonforest land. Other factors fall into line to develop a distinct regional pattern. The region comprises 46 of the 83 counties of the State, and 33,313 square miles of the State total of 57,022 square miles. Map 1 shows the region and the county groups described below.

Within the cut-over region of the State in turn, certain county groupings have been recognized and used which are helpful in studying the problems of the region as a whole.

MINERAL COUNTIES

Quite distinctive are the six mineral counties of the western portion of the Upper Peninsula.

Dickinson
Gogebic
Houghton
Iron
Keweenaw
Marquette

They have outstanding economic and social problems relating to the mining industries which are being given separate and expert consideration. They are also important forest industry counties, containing much of the remaining merchantable timber of the State, but are rapidly becoming "cut-over" counties and are included in this statement as a portion of the cut-over region. The group probably provides the most acute present and prospective problems of population stabilization.

FOREST-FARM COUNTIES, UPPER PENINSULA

This group differs from the mineral counties in the absence of any appreciable mining industry and the somewhat greater farm development.

Alger
Baraga
Chippewa
Delta
Schoolcraft
Luce
Mackinac
Menominee
Ontonogon

Taking all factors into consideration, this county group has probably hit bottom economically, and subject to general State or national prosperity influences should maintain its present or a somewhat improved position with respect to population support.

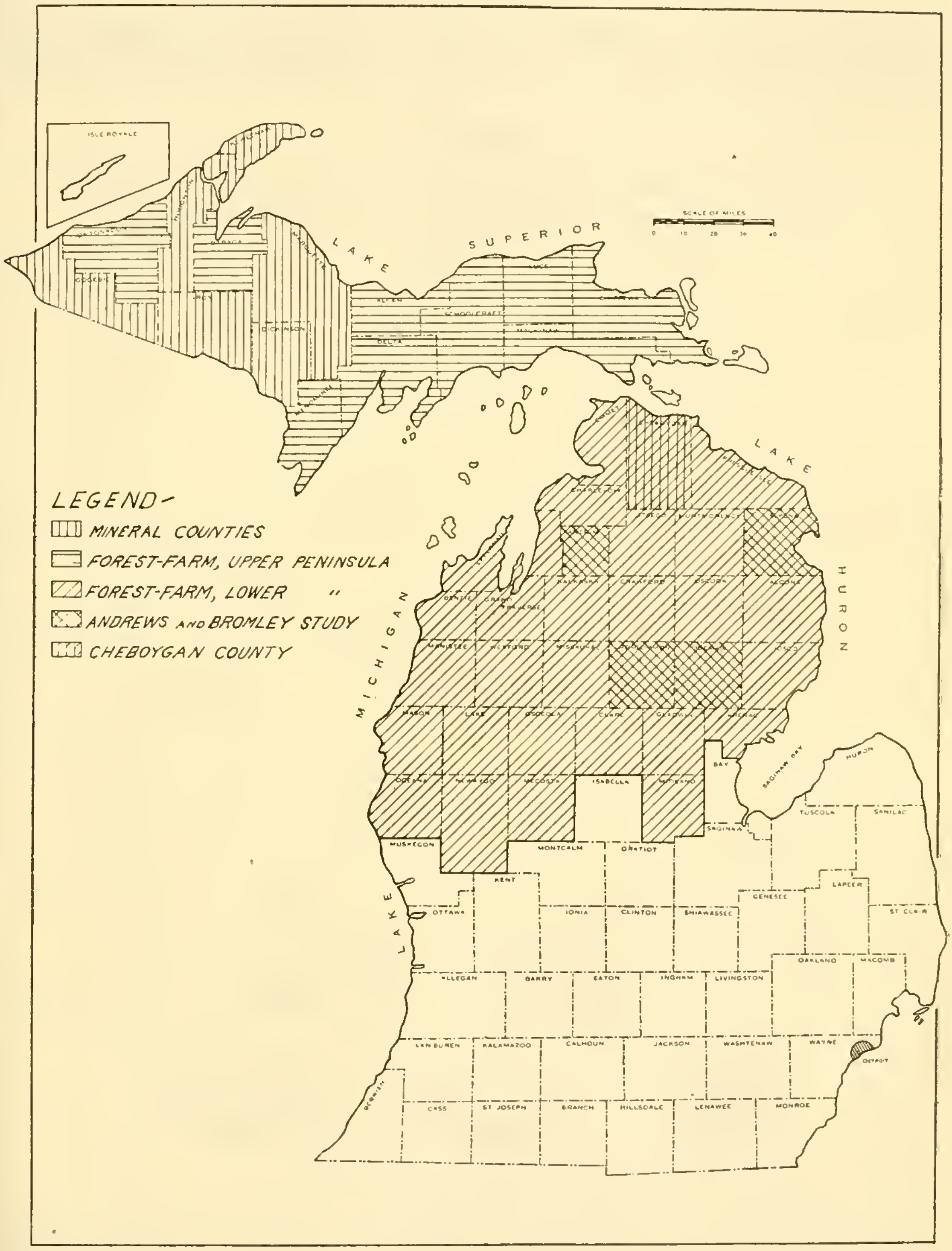
FOREST-FARM COUNTIES, LOWER PENINSULA

This group comprises the territory cut over earlier and with more complete removal of the old growth timber than the Upper Peninsula.

Alcona.
Alpena.
Antrim.
Arenac.
Benzie.
Charlevoix.
Cheboygan.
Clare.
Crawford.
Emmet.
Gladwin.
Grand Traverse.
Iosco.
Kalkaska.
Lake.
Leelanau.
Manistee.
Mason.
Mecosta.
Midland.
Missaukee.
Montmorency.
Newaygo.
Oceana.
Ogemaw.
Osceola.
Oscoda.
Otsego.
Presque Isle.
Roscommon.
Wexford.

It was in this area where unwise farming venture was most pronounced, and where farming has now become somewhat more stabilized on the better soils. On the whole it seems to have reached its lowest economic ebb some years ago and to be slowly but surely improving in this respect.

MAP 1


ISLE ROYALE
SCALE OF MILES
0 10 20 30 40
LAKE SUPERIOR
LAKE HURON
LAKE MICHIGAN
LEGEND-
▥ MINERAL COUNTIES
▤ FOREST-FARM, UPPER PENINSULA
▨ FOREST-FARM, LOWER "
▩ ANDREWS AND BROMLEY STUDY
▩ CHEBOYGAN COUNTY
SCHOOLCRAFT
DELTA
DICKINSON
CHARLEVOIX
KALKASKA
CRAWFORD
OSCODA
ALCONA
MANISTEE
WEXFORD
MISSAUKEE
MASON
LAKE
OSCEOLA
CLARE
GLADWIN
BAY
OCEANA
NEWAYGO
MECOSTA
ISABELLA
MIDLAND
MUSKEGON
MONTCALM
GRATIOT
SAGINAW
SAGINAW BAY
HURON
TUSCOLA
SANILAC
KENT
GENESEE
LAPEER
OTTAWA
IONIA
CLINTON
SHIAWASSEE
ST. CLAIR
OAKLAND
MACOMB
ALLEGAN
BARRY
EATON
INGHAM
LIVINGSTON
VAN BUREN
KALAMAZOO
CALHOUN
JACKSON
WASHTENAW
WAYNE
DETROIT
BERRIEN
CASS
ST JOSEPH
BRANCH
HILLSDALE
LENAWEE
MONROE

HISTORICAL DEVELOPMENT

The population of Michigan when admitted to the Union in 1837 was 87,000 predominantly located south of the described cut-over boundary. Not until after the Civil War, when the State population (1864) was 803,661 and of the northern region 46,000, did rapid exploitation of the northern forests begin. By 1880 lumbering was at its peak in the northern portion of the Lower Peninsula and it had pretty well run its course as a major industry by 1900. Meanwhile, agriculture followed closely in the wake of lumbering, and for various reasons greatly exceeded its possible successful limitations. The peak lumber production period for the Upper Peninsula came some 20 to 30 years later than below the straits and held up over a longer period. Since that time lumber production has gradually decreased and, while still a major industry of the territory, continuing decrease is inevitable. The story of the round products such as pulpwood, posts, etc., is somewhat different and will be given further consideration.

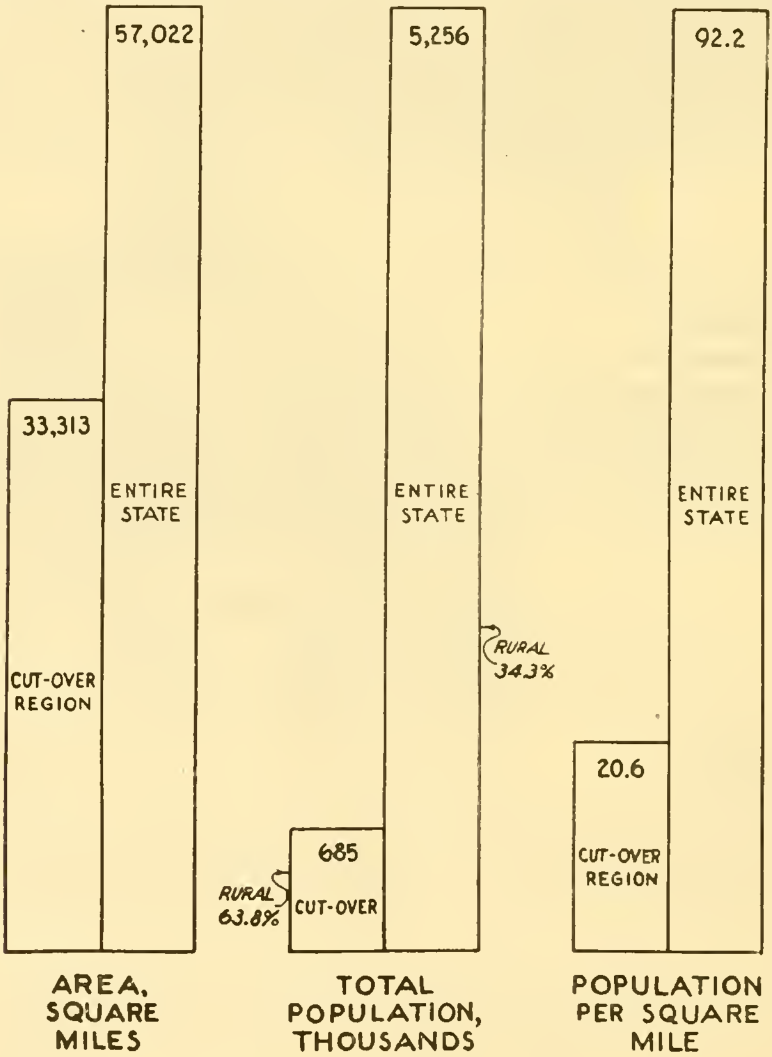
REGIONAL DATA

On chart 1 is shown the relationship of the cut-over region area, 33,313 square miles, comprising 58.4 percent of the State total of 57,022 square miles. The regional area is 21⅓ million acres.

CHART 1

MICHIGAN AREA AND POPULATION, 1940

Prepared by Pack Forestry Foundation, University of Michigan



POPULATION

Chart 1 also shows the relationship of the cut-over region population in 1940, 684,981, comprising 13 percent of the State total. The State average is 92.2 persons per square mile, while the cut-over region has 20.6 persons per square mile. Using the census definition of towns of 2,500 and over as urban, the State population in 1940 was 34.3 percent rural. The cut-over region, on the other hand, was 63.8 percent rural. On chart 2 is shown the population trend by 10-year census periods from 1900 for the county groups and for the region.

The mineral counties reached their population peak, 201,014, in 1910 and have declined each period since, with 179,550 recorded in 1940.

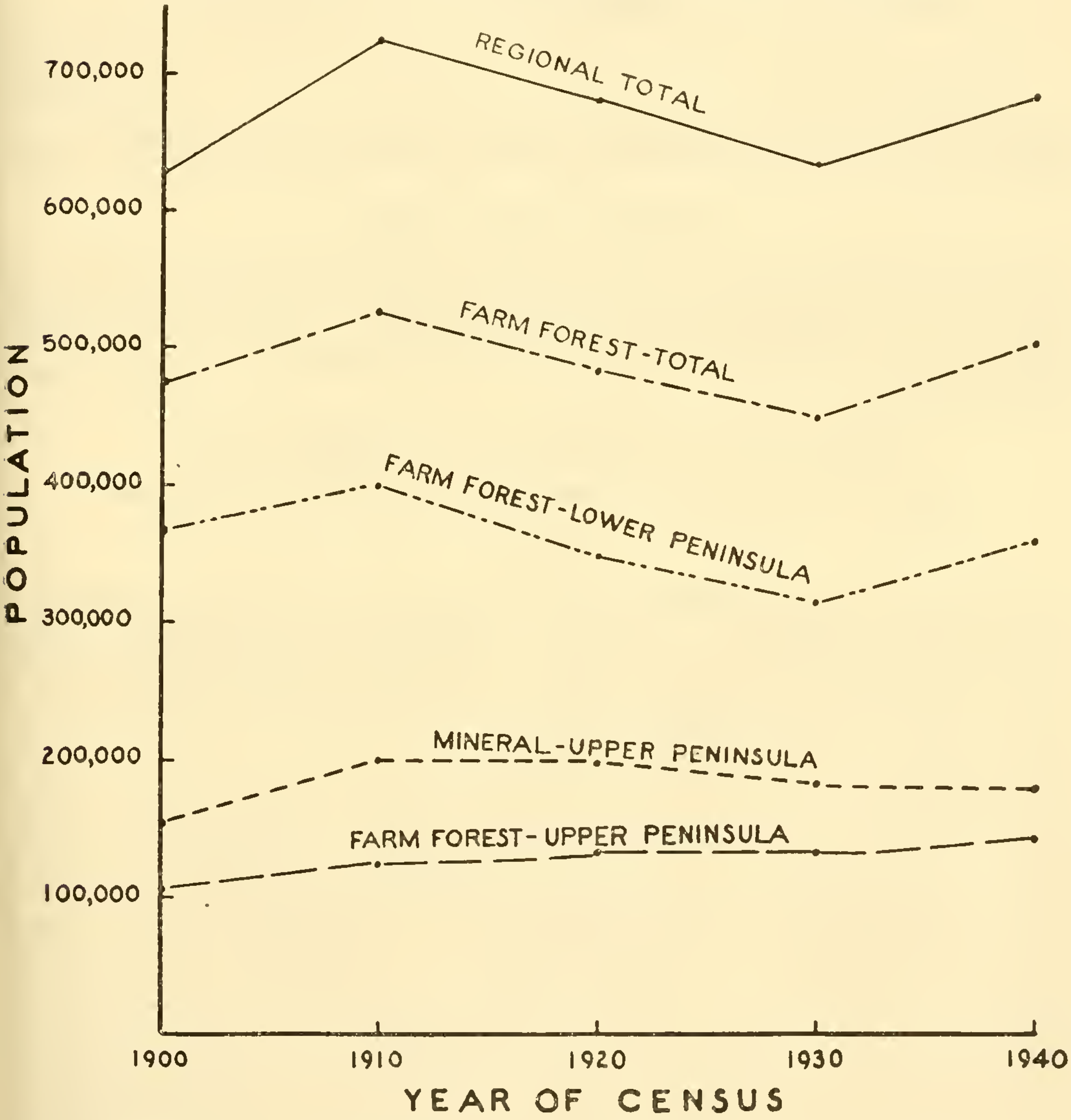
The forest-farm counties of the Upper Peninsula form the only group showing an increase in each census return, from 107,225 in 1900 to 143,994 in 1940.

The forest-farm counties of the Lower Peninsula were most populous in 1910, 399,614, declined sharply in 1920 and again in 1930, but increased 14 percent in the next 10-year period to 361,437 in 1940. The percentage increase was considerably greater than the State average of 8.5 percent but still left this territory with nearly 5,000 fewer people than in 1900.

CHART 2

MICHIGAN POPULATION OF CUT-OVER REGION, BY COUNTY GROUPS

Prepared by Pack Forestry Foundation, University of Michigan



For the region as a whole the lowest population of this 40-year period was in 1900, followed by an increase of nearly 100,000 people to the highest point of 725,242 population in 1910. Then followed sharp declines in 1920 and 1930. The downward trend was reversed in 1940 with an 8-percent increase over 1930, which compares well with the State average increase of 8½ percent. This reversal in population trend was, of course, a reflection of the national trend away from urban centers and more particularly a reflection of the sharply decreased economic opportunity in Michigan's industrial centers during the 1930–40 decade.

LAND USE IN THE CUT-OVER REGION, 1940

		Acres
Land in farms [1]		5, 646, 487
This is 26½ percent of the regional area and represents an increase of 390,174 acres in farm-land ownership during the decade. Crop land and plowable pasture make up but 51 percent of the land in farms and 13.5 percent of the total regional area.		
Urban, municipal, industrial, rights-of-way, waste, other nonforest land		1, 100, 000
Forest and recreation land, not including farm woodland:		
State ownership (mostly in State forests, game areas, and parks)	4, 880, 000	
Federal ownership (mostly in national forests)	2, 000, 000	
Public ownership, approximately	6, 880, 000	
Private ownership, approximately	7, 693, 853	
		14, 573, 853
Total area, region		21, 320, 340

[1] Of the land in farms, 28 percent, or 1,571,000 acres, is classed as woodland. This, added to the other forest and recreation land, gives 16,144,853 acres, or nearly 76 percent of the region, in forest-recreation, wild land use.

VALUATION AND TAX TRENDS

The total assessed valuation of real estate and personal property for the cut-over region in 1939 was just under a half billion dollars, and but 8.1 percent of the State total. The rural property valuation of the cut-over region, not including mines, is only about 3 percent of the State total. The per capita assessed valuation was $727 for the northern region and $1,164 for the State average. (See chart 3.)

MICHIGAN ASSESSED PROPERTY VALUATION, 1939

Prepared by Pack Forestry Foundation, University of Michigan

TRENDS

In common with national trends, property valuations were reduced in Michigan during the past decade. The State total valuations were over 2¼ billion dollars less in 1939 than in 1929. Every county in the State showed a decrease. The percentage of decrease was greatest in the Upper Peninsula mining counties, and next in the larger urban-industrial counties of southern Michigan. Many of the cut-over region counties, particularly those with growing recreation business, were among the lowest in proportional decrease.

During the past decade a major change in public revenue policy has taken place in Michigan. This found expression in the 15-mill real property tax limitation law effective in 1933, together with the initiation of the sales tax for major public revenue production. It should be noted that the 15-mill per dollar of valuation tax rate can be and is exceeded by local taxing units under certain limited conditions. The rural section of the State has subsequently benefited tremendously through very sharp reductions in the real property tax load and the increase in State and Federal aids and subsidies. A study by Ford and Landers [2] indicates that for Cheboygan, a typical cut-over county, the revenues for local government derived from local sources declined from 81 percent of the total in 1924 to 41 percent in 1938. This same trend, however, is reflected to a very considerable extent throughout the State. A study by the same authors [3] of Branch County, a substantial farm group county on the Indiana State line, shows a similar reduction in proportion of local revenues (primarily real property tax) from 88 percent in 1924 to 66 percent in 1938. Property taxes amounted to 63 percent of total revenues in 1924 and only 34 percent in 1938.

Keeping in mind State-wide valuation and tax trends, it is interesting to examine the trends in some northern Michigan townships which reflect varying local conditions and economic opportunity for their people. Burt Township, in Alger County, is characterized by a large area of merchantable timber, nonresident owned, with a relatively small resident population, 570, in 1940. Rock River Township, in the same county, has been going through a period of rapid removal of the merchantable timber, and growth of farm ownership and development. Valuation has steadily declined from $1,410,000 in 1920 to $406,500 in 1940. The tax levy has dropped from $60,584 in 1923 to 10 percent of this amount in 1940. Meanwhile, the population has increased from 1,450 in 1920 to 1,727 in 1940. In 1940 the per capita property tax levy was $51 plus for Burt and $3.53 for Rock River Township. The tax rates were 23 mills and 15 mills per dollar, respectively. Clark Township, in Mackinac County, and Denton Township, in Roscommon County, illustrate the relatively good position of those localities with strong and increasing recreation developments. Denton, while exceptional, is striking in its rise from a "poverty" community in 1920 to relative prosperity by 1930 and a strong position even during the depression years. Population increased from 71 in 1920 to 165 in 1930, and 461 in 1940. The tax rate has been hiked from a low of 14.7 mills in 1936 to 25 in 1940, which is still well below the 40-mill rate in 1923. Clark Township has had considerable cutting of valuable timber, but recreation development has more than offset the timber loss. Hudson Township, also in Mackinac County, is typical of those sections where public ownership has pretty well taken the place of private values. There has been a steady annual decrease in valuation from $440,000 in 1920 to $210,000 in 1930, and but $65,400 in 1940. With a 15-mill tax rate the total tax levy of this township in 1940 was $981 and the per capita levy was $3.98. By way of contrast with the above, Lodi Township, in Washtenaw County, illustrates the relative stability and frugal management of public revenues of a southern Michigan farm community. Valuations, tax rates, and tax levies remain stable over considerable periods of years. Reflecting the general trend, the 1940 tax rate was only 7 mills per dollar. The per capita tax levy was $11.45.

---

[2] Local Government in Cheboygan County, Bureau of Government, University of Michigan, 1940.

[3] Local Government in Branch County, Bureau of Government, University of Michigan, 1940.

CHART 3

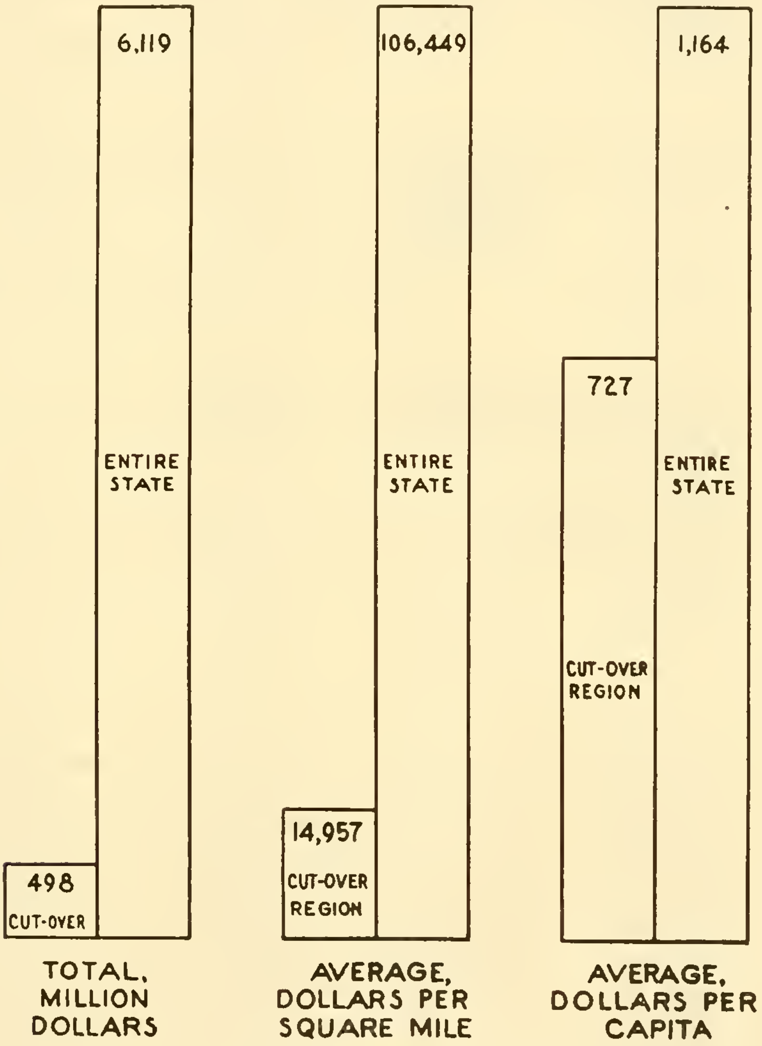


Table showing valuation and tax trends for selected townships

Township	Resource characteristics	Total property valuation			Tax rate in mills per dollar		
		1920	1930	1940	1920	1930	1940
Cut-over region:							
Burt	Large area valuable timber, nonresident owned.	$1,498,315	$1,563,175	$1,285,220	49	47	23
Rock River	Rapid cutting of valuable timber. Increasing farm use.	1,411,725	574,615	406,530	38	60	15
Clark	Timber and recreation	798,303	1,112,000	1,174,430	35	49	20
Denton	Recreation. Almost no other	95,660	514,475	629,680	36	23	25
Hudson	Timber. Liquidation, and transfer of land to public ownership.	441,820	208,700	65,400	42	70	15
Farm region: Lodi.	Good farms	1,990,415	2,057,980	1,386,700	20	20	7

Table showing valuation and tax trends for selected townships

Township	Resource characteristics	Tax levy in dollars			Population			Property tax levy per capita, 1940
		1920	1930	1940	1920	1930	1940	
Cut-over region:								
Burt	Large area valuable timber, nonresident owned.	73,934	73,782	29,281	568	518	570	$51.37
Rock River	Rapid cutting of valuable timber. Increasing farm use.	53,774	34,370	6,099	1,450	1,733	1,727	3.53
Clark	Timber and recreation	27,944	53,843	23,339	859	777	793	29.43
Denton	Recreation. Almost no other	3,420	12,005	15,822	71	165	461	34.32
Hudson	Timber. Liquidation, and transfer of land to public ownership.	18,819	14,517	981	525	210	290	3.38
Farm region: Lodi.	Good farms	40,472	41,230	10,290	966	1,064	898	11.45

THE TAX DELINQUENCY PROBLEM AND ECONOMIC TRENDS

In common with the northern Lake States region, tax delinquency and reversion of land from private to public ownership has been widespread in northern Michigan.[4] It was the inevitable result of destruction of the merchantable forest values through clear cutting, the expansion of farming onto poor nonfarm lands, exorbitant tax valuations and rates, and the failure of many of the servicing communities to survive in such an economy. After a moratorium period from 1932, there were in 1939, 2,208,975 acres of the Michigan cut-over region deeded to the State for nonpayment of taxes. The 1940 deeding of tax-delinquent lands dropped to 245,523 acres. Land abandonment will continue in this region, but there seems to be much evidence that the worst is over and that future delinquency will not be a major factor in the economy of the region. A study by the author indicated that in 1938 cut-over lands averaging better than those reverting to State ownership were being taxed an average of 6 cents per acre per year. At the same time the State is paying the local government units 10 cents per acre on State lands in lieu of taxes. In 1940 this 10 cents per acre payment was made on 4,423,495 acres.

Studies in Cheboygan County by the author disclosed that about 8 percent of the farm ownership acreage reverted to the State in 1939. However, about half of this reverted farm land has been or is being restored to private ownership. The remaining 4 percent represents almost entirely lands which are totally unsuited to farming and whose elimination actually strengthens the farm economy of the county.

It should be recalled that farm-land ownership increased nearly 400,000 acres in the region during this decade of poor-land abandonment.

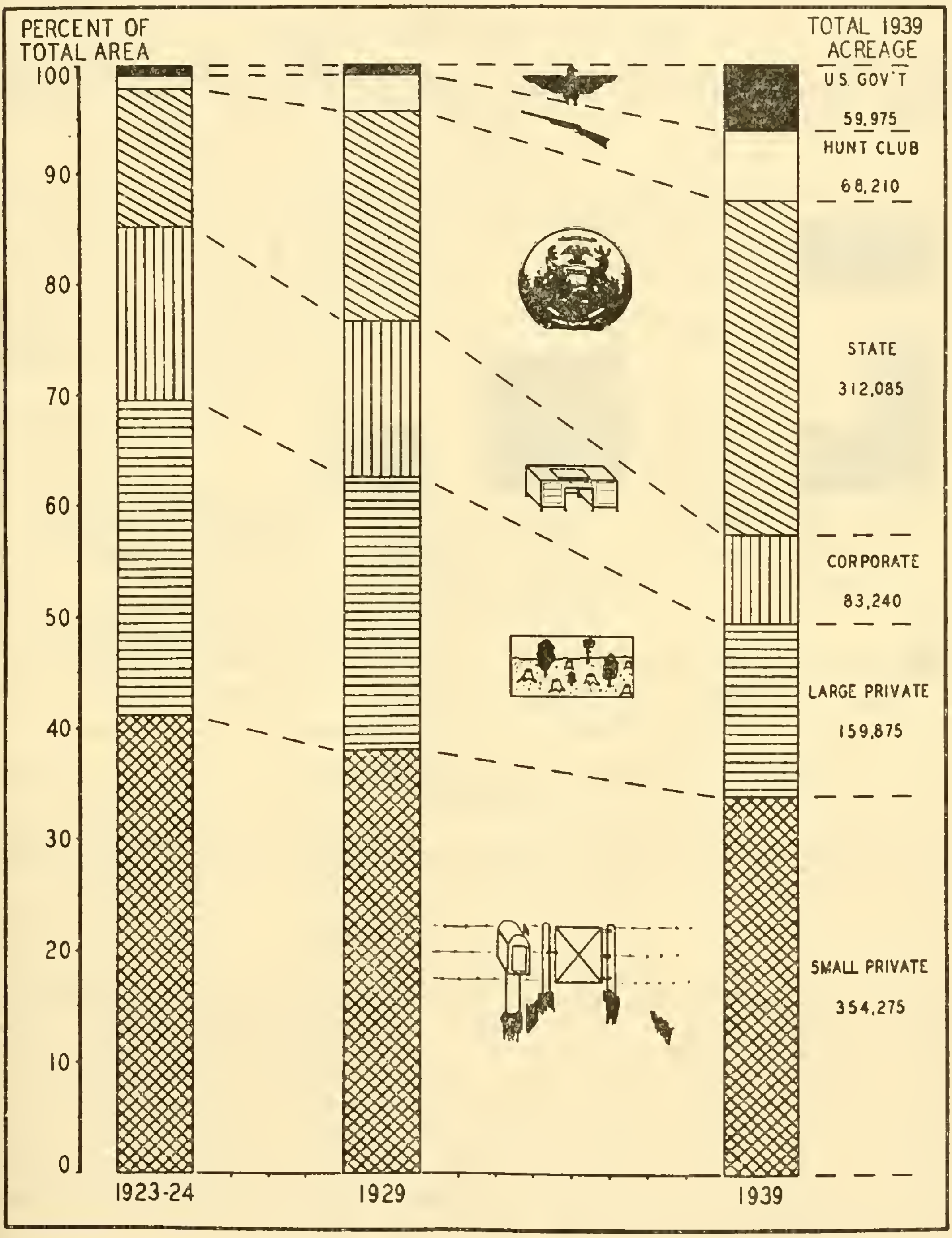
On the other hand, about 40 percent of the wold cut-over land which had been in private ownership reverted to the State. These lands had been paying little or no taxes for an average of about 9 years, so the public revenue adjustments had been made and they will now in addition return 10 cents per acre to local government from the State. Some of this forest land is also being returned to private ownership through sale by the State, but the proportion of the total is relatively small.

---

[4] See chart 4, page 7971.

A study by Andrews and Bromley[5] covering Alpena, Ogemaw, and Roscommon Counties and the eastern portion of Antrim County indicates a continuing shift in the land-use and ownership pattern.[6] For the period 1923–38 forest land decreased 19,110 acres, or about 2 percent. Farm land increased 3,205 acres, or about 1 percent. Actual shifts were much greater, in that some 16,000 acres of farm land were abandoned, just about an equal area of forest land was cleared, and about 4,000 acres previously abandoned were brought back to farm use. At the same time there was a net increase in abandoned farm land of

CHART 4



---

[5] Trends in Land Use in Northern Michigan, by H. J. Andrews and W. S. Bromley; Pack Forestry Foundation, University of Michigan.

[6] See chart No. 5, p. 7972.

7,000 acres. This is a slow and painful trial-and-error process of shifting from the poorer to the better soils, which if continued at the same rate would take many years to complete, and herein lies one of the major problems of the region.

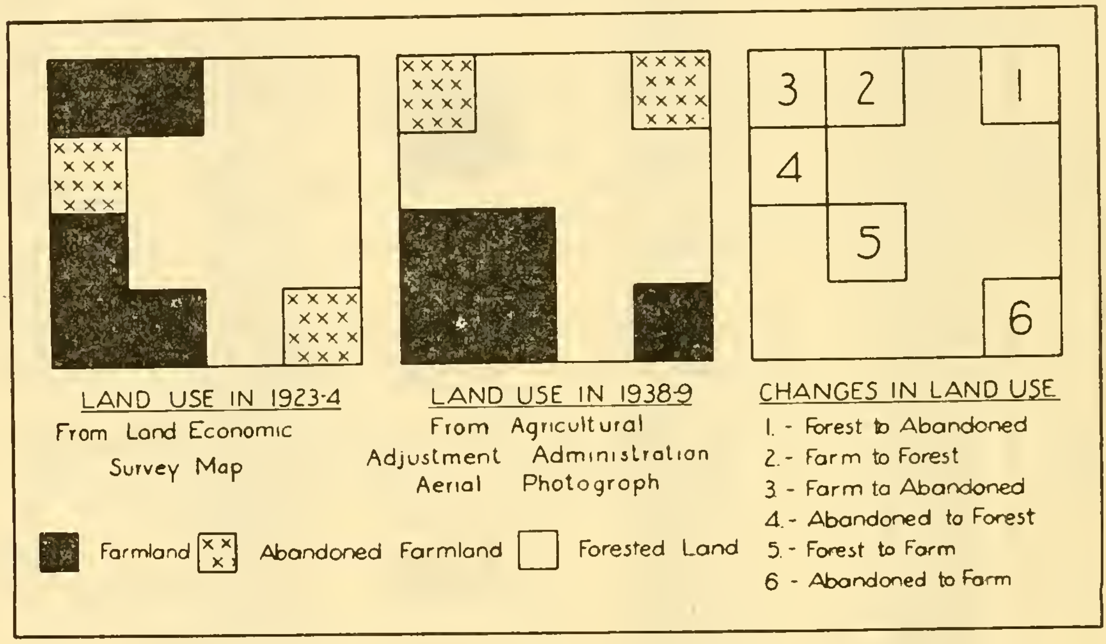
In the ownership pattern there is a significantly great shrinkage in the large private and corporate holdings, and a much smaller reduction in area covered by small private holdings. Hunting-club ownership has increased greatly, but there is evidence that this trend is being reversed. Public ownership has increased greatly.

Charts 4 and 5 illustrate the major trends in land ownership and use for these four cut-over counties.

Change in Ownership of Land

From "Trends in Land Use in Northern Michigan" by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

Chart 5


3
2
1
4
5
6
LAND USE IN 1923-4
From Land Economic Survey Map
LAND USE IN 1938-9
From Agricultural Adjustment Administration Aerial Photograph
CHANGES IN LAND USE
1. - Forest to Abandoned
2. - Farm to Forest
3 - Farm to Abandoned
4. - Abandoned to Forest
5. - Forest to Form
6 - Abandoned to Farm
Farmland
Abandoned Farmland
Forested Land

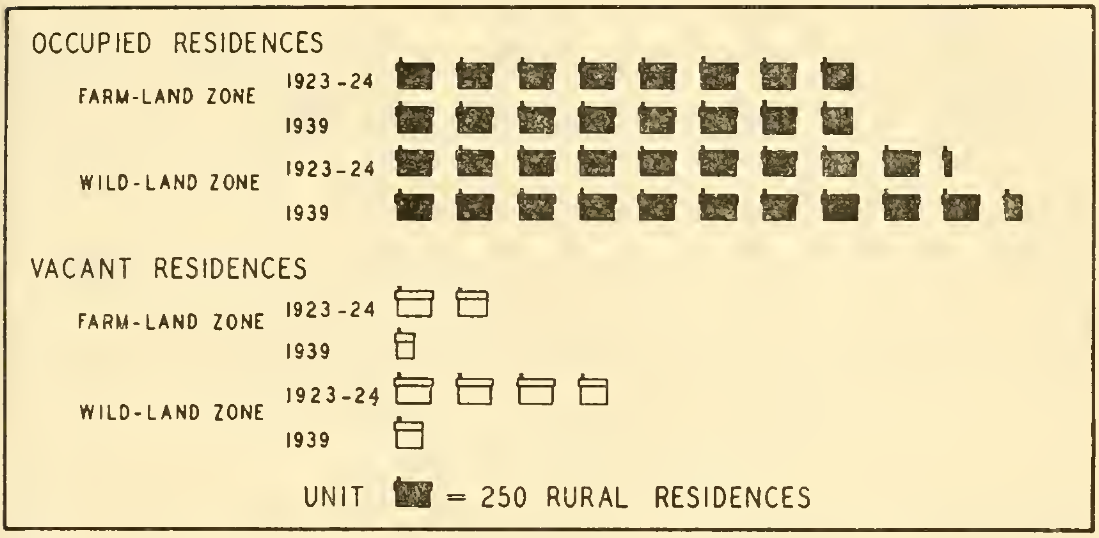
Major Changes in Land Use on Hypothetical Section of Land Containing 640 Acres

From "Trends in Land Use in Northern Michigan" by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

THE RECREATION BUSINESS

Probably the most encouraging feature of this four-county study was the showing of increased use of the so-called wild land zones as evidenced by the tremendously increased number of resort cottages and commercial buildings and the increase in occupied residences. This rests upon the steadily expanding "tourist" business, which includes all phases of the hunting, fishing, and general recreation, travel, and use. In this study the counties were divided into farm land and wild land zones, in accordance with dominant use. Chart 6 shows that there was practically no increase in occupied residences in the farm land zone during the 16-year period, with an appreciable increase in the wild land zone. Chart 7 shows only a small increase in number of commercial buildings in the farm zone, while such buildings more than doubled in the wild land zone. Chart 8 shows, as might be anticipated, a tremendous increase in resort cottages in the forest or wild land territory with a slight increase in the farm territory. Chart 9 shows the relatively large increase in mileage of improved roads for both zones.

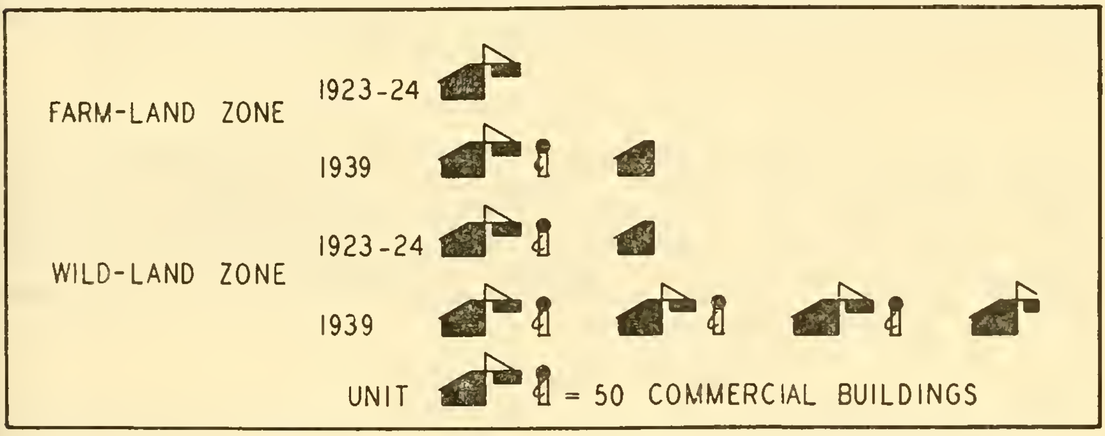
CHART 6



CHANGE IN NUMBER OF RURAL RESIDENCES

From "Trends in Land Use in Northern Michigan" by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

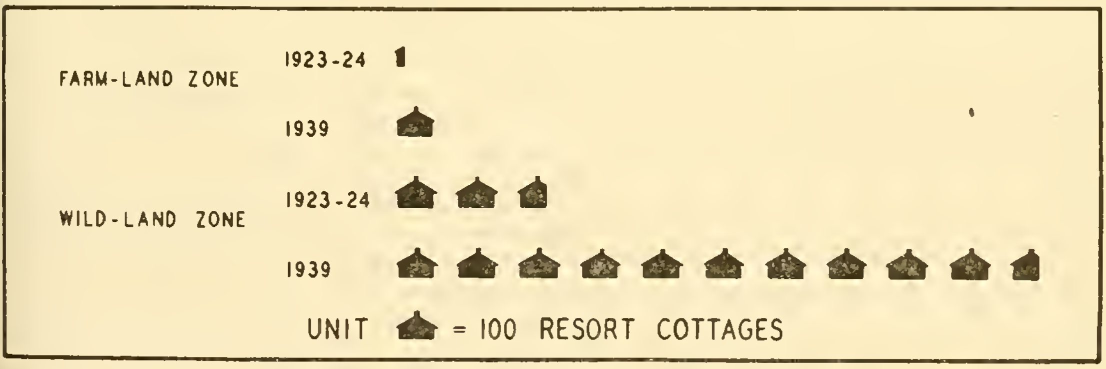
CHART 7



CHANGE IN NUMBER OF STORES, GAS STATIONS, AND OTHER COMMERCIAL BUILDINGS

From "Trends in Land Use in Northern Michigan" by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

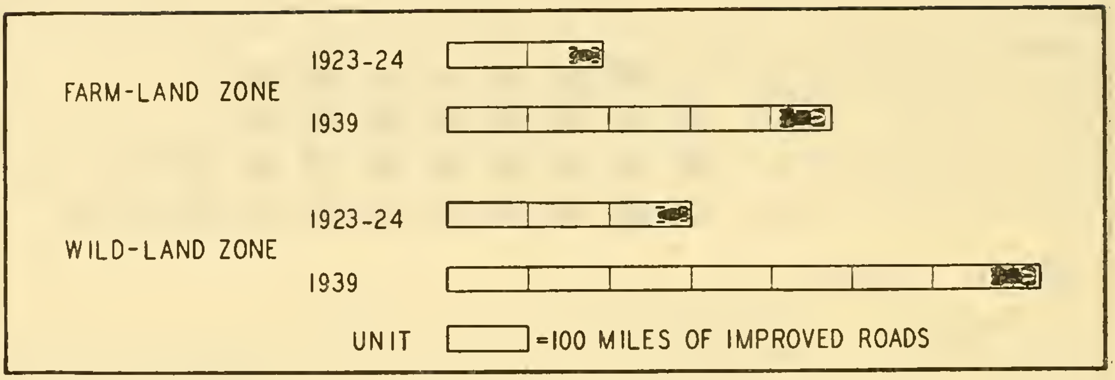
CHART 8



CHANGE IN NUMBER OF RESORT COTTAGES

From Trends in Land Use in Northern Michigan by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

CHART 9



CHANGE IN MILEAGE OF IMPROVED ROADS

(Improved gravel and better)

From Trends in Land Use in Northern Michigan by H. J. Andrews and W. S. Bromley, School of Forestry and Conservation, University of Michigan. Published by the C. L. Pack Forestry Foundation, Washington, D. C., 1941.

The same encouraging evidence comes to light in the Cheboygan County studies and from innumerable directions. In a study of Balance of Payments for Cheboygan County, Stone[7] found that for 1938 the tourist, including all sorts of nonresident recreation seekers, accounted for $1,116,496 out of the total receipts in commercial enterprise, or 30 percent of the county total. Here we have new enterprise. The extent to which this may be depended upon to continue the economic and social betterment of the northern region is, of course, another question.

PUBLICLY OWNED LANDS BECOMING PRODUCTIVE

Meanwhile the publicly owned lands, both State and Federal, are beginning to produce for local and State benefit. Even the Silver Creek Ranger District of the Huron National Forest, containing largely worst first lands acquired by the public has an annual stumpage receipts revenue of about $5,000 from forest products, including moss, boughs, and Christmas trees. In the first process of cutting these products and making them ready for transportation for further processing or sale, their value increases to about $40,000.

FOREST PRODUCTS OUTLOOK

There is at present a spurt in sawed forest products (lumber production) and employment throughout the region, but the limited supply of old-growth timber means eventually a gradual reduction until this form of enterprise becomes relatively small in the total regional economy. A study by Stoddard[8] showed that of the 48 large sawmills operating in northern Michigan and Wisconsin in 1937, only 18 would probably remain in production in 1950. These mills could be expected to cut about 330,000,000 board feet of lumber per year, compared with approximately 700,000,000 feet in 1937. On the other hand, with continued fire protection, there is no other prospect but continuing increase in employment and production in round products or "short stuff," pulpwood, railway ties, posts, poles, cabin logs, furniture stock, box bolts, novelty or specialty stock, fuel wood, Christmas trees, greens, moss, etc. There is no centralized recording of cut and employment for most of this material, but it is growing in volume and importance and is the logical forest crop from the viewpoint of employment, financial returns, and raw material supply for a large proportion of the northern cut-over region. Michigan does not rank high as a paper-manufacturing State, and yet Michigan wood-pulp mills, which consumed 216,000 cords of pulpwood in 1932, used 337,000 cords in 1940. Jack pine and aspen of good quality have for years been in strong demand for the manufacturing of paper products, and now the restrictions on quality of the trees used have been greatly reduced. Even white birch is now being used in great quantity and some of the pulp mills are now accepting Balm-of-Gilead, a week tree up to this time. It has been said that probably more log buildings have been erected in Michigan during the past 10 years than during the previous 50. The new log structures for the most part are well built, with modern conveniences, in contrast with the one- and two-room pioneer cabins.

---

[7] Unpublished manuscript by Edward Stone, graduate student in economics, University of Michigan.
[8] The Two-cut System of Forest Liquidation in the Lake States Region, by Charles H. Stoddard, Jr.

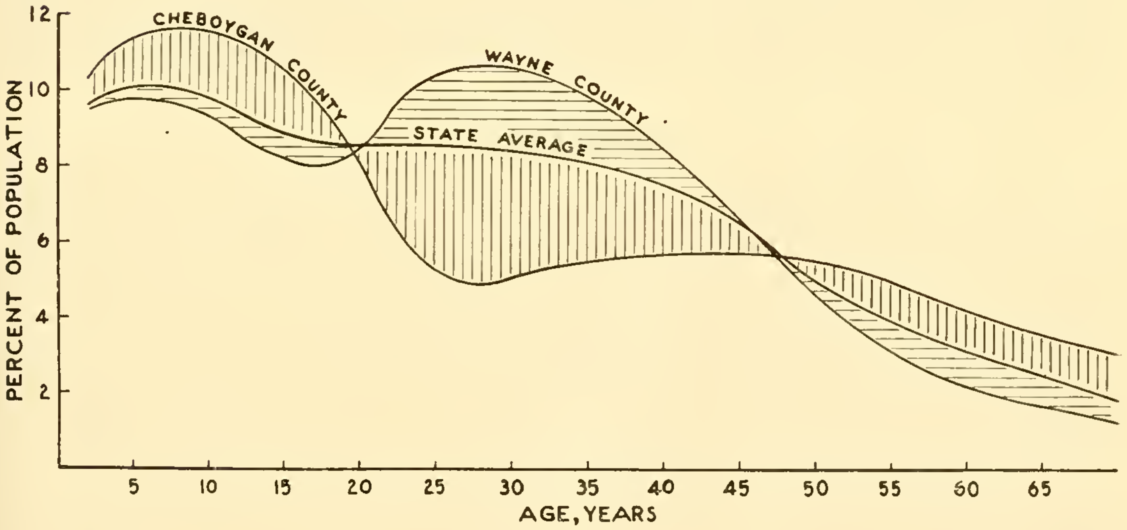
POPULATION MOVEMENT

We have noted that for two decades, 1910 to 1930, the Michigan cut-over region lost steadily in population. This period, particularly the latter portion, coincided with the period of industrial expansion in the lower Michigan manufacturing centers. In common with the national situation, the predominantly rural northern cut-over region sent surplus population in large numbers to the industrial centers during this time. The northern Michigan exodus, while undoubtedly increased by the generally poor economic status of its territory, was only part of a national movement from rural to urban districts. A comparison of the populations of Cheboygan and Wayne (Detroit) Counties and the State average by 5-year age groups from the 1930 census shows a striking surplus in Cheboygan of the young, up to about 20 years, and the old, over about 47 years, and a corresponding deficit through the most productive years, from 20 to 47. See chart 10. There is a difference of 21 percent between the two counties in the portion of their respective populations found in the ages from 20 to 45. For this period of greatest earning capacity, Wayne has a surplus of 7.3 percent and Cheboygan a deficit of 13.7 percent from the State average. Not all the Cheboygan exodus was in the productive age class, nor to Detroit or other manufacturing cities, but there can be no doubt that it accounted for a large proportion. The rural counties in general during this period were sending vast numbers of their ablest wage earners to the cities, while the youngsters and the old folks remained.

CHART 10

MICHIGAN

PERCENT OF POPULATION BY AGE, 1930



Unfortunately the 1940 census figures by age groups are not yet available. There is no question, however, that the northern cut-over region with its greatly increased population in 1940 (including an increase for the 1930–40 decade of 18.6 percent for Cheboygan County) reflected the decreased industrial employment during the depression years and a resultant back-to-the-land movement. Analysis of the 1940 figures when available will not show the great discrepancies in age groups to the extent of the 1930 analysis. Carrying beyond 1940, we all know there is again a large-scale movement of young men and women from rural Michigan, including northern Michigan, back to the high factory wages. This ebb and flow poses our cut-over region migration problem.

How to Improve Economic Opportunity in the Michigan Cut-over Region

Leaving aside the six mineral counties for their special consideration, it is believed that inquiries into this northern region have resulted in the conviction that there is no opportunity or need for mass population out-movement and that the people should and can best be supported substantially in place. In order to reduce the labor migrations we have noted, economic opportunity within the region must be enhanced.

FARMING

In spite of the national farm problem and the handicaps of this northern region, farming remains the substantial backbone of the local year-long support for most northern counties. Increase in the productive crop and pasture acreage of the well-located farms on good soil has been generally agreed upon as the No. 1 need for economic betterment. Abandonment of the isolated farms on poor soils and resettlement of their occupants are clearly needed. To meet the impact of the inevitable back-to-the-farm movement after the present "emergency" every northern county should have its lands classified for agricultural use. This information should be in the hands of local authorities and every reasonable effort made to guide people only to good soils and locations and to keep them from poor soils and locations. The county land-use planning committees and local option rural zoning can be of inestimable value in such a program. Michigan has excellent rural zoning enabling legislation and an encouraging start in the adoption of county ordinances. Whether wise or unwise as national policy, the broad programs of the United States Department of Agriculture have been helpful to agriculture in this section. They might become increasingly helpful in adjusting the farm folk from poor to good locations.

THE RECREATION BUSINESS

The reestablishment through fire protection of a generally green forested cover and background and the development of a good road system, together with the great natural attractions of the territory, have been the major factors in increased economic opportunity through the recreation business in northern Michigan. With the continuation of these supports, the most that can be done in addition is dependent upon State and local action, such as raising standards of sanitation, salesmanship, and service in the broadest sense.

The recreation-seeking public desires service in the form of good fishing and hunting, largely a function of the State. It desires good bathing beaches of both the public- and private-access types. Probably most that needs to be done in raising standards of service is dependent upon intelligent private action, often through cooperative approach.

FOREST INDUSTRIES

The most critical and difficult problem of forest industry is the major prolongation of those industries based upon old-growth forests. It seems a reflection upon American ingenuity to conclude that the only practical solution lies in public forest ownership with attendant selective logging. Even such a program could not possibly continue present production and employment, which would suffer a decline over a long period of reestablishment of "sawlog" forests.

According to a very recently published report, Forest Resources of the Upper Peninsula of Michigan by the Lake States Forest Experiment Station, Raphael Zon, director, the complete application of sustained-yield cutting to that territory would result in taking away the employment of approximately 6,000 men.

The increased production of small-diameter material for a great variety of uses seems assured with continued fire protection and will be supported from both public and private lands. Intensity of management will develop only as the forest industry increases in profits, except under subsidy. Remanufacturing establishments, providing a maximum of labor and value for the raw materials used, are one of the greatest forest-industry needs. Research should be pushed to discover new and better ways of utilizing the tremendous volume of low-grade wood available and now largely wasted.

Michigan's relatively few pulp and paper plants employed 13,800 persons in 1939, with wages and salaries of $20,000,000 and value of products of $96,000,000. Continuity of the present major conservation programs over a long period of time is the major "need" in building up the large-volume annual production of raw materials from the forest upon which forest industries rest: Some methods must be found of insuring maintenance of an adequate growing stock, upon which all sustained timber production rests. This continuity of the conservation programs enhances not only the forest industries but the great recreation business and many other byproducts of the forest as well. Income and employment from fur trapping can be tremendously increased.

OTHER INDUSTRIES

Oil and gas have not previously been mentioned, but they have become very important in the financial and employment support of a considerable portion of the Lower Peninsula cut-over territory. There seems to be wise State legislation governing the industry and good public control, promising a maximum of life and of benefits to the State and its people. These controls should be maintained. The northern region needs more varied industry, in seeking which it must compete with all outside territory, and consequently must make the most of any raw material or other advantages it possesses.

CONCLUSION

The Michigan cut-over region is a deficit region in relative economic opportunity. It seems to have passed its lowest period in this respect and to give promise of slow, gradual improvement in economic opportunity and total population support. In this process it is being aided by a large number of public programs. The element of time and continuity of these programs is of utmost importance if continued betterment is to be secured.

There is population movement from the area to industrial centers during high-wage periods, and back to the area during periods of industrial depression. A large portion of this movement apparently is by individuals from families remaining in the North, and only a limited number in the form of family units. Even in the latter case, many families retain ties of property, relatives, etc., in the North. In this respect the migrations, even though generally detrimental, are not entirely so and do not generally form the acute problem of the movement of colored and other families from the South or other regions to the southern Michigan cities.

Intelligent land classification and application of the resultant information in some effective manner is probably the most urgent need in cushioning the ill effects of probable large-scale movement of population to the cut-over region in search of cheap land after the present world-conflict period. All public agencies involved should make every effort to inform would-be settlers of the exact nature and limited character of their opportunities for making a living.

Exhibit 58.—Migration Problems of Farm Families Due to Defense Activities in Indiana and Ohio

REPORT BY P. G. BECK, DIRECTOR, REGION III, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

Seven huge Government ordnance plants and proving grounds, constructed on sites in Ohio and Indiana which 2 years ago were productive farm lands, have brought about a difficult problem in agricultural adjustment.

Nearly 1,500 farm families have been displaced, 1,284 individual farms totaling 154,200 acres have been taken out of production, and the full impact of the change has not yet arrived.

A far greater number of farm families have been affected by the primary displacements. Owner-operators living in defense areas, selling their farms, are on the market for land in other localities. In buying elsewhere, present occupants and tenants are displaced. Tenants on defense land move to other localities and compete in the scramble for rented farms.

The reaction moves on like ripples across a pond. Hundreds of farm families, turned out of a defense area, hunt elsewhere for farms, displace other families who in turn must displace others again.

Families with money to purchase a farm or tenants with operating capital better equipment, or better farm experience are able to obtain land in preference to others less equipped. In the end, the disadvantaged groups, ill-prepared to meet competition, are left stranded.

Some of the 1,500 displaced farmers have found work in the defense industries near their old homes. Such work has operated to the temporary advantage of some whose normal livelihood is from agriculture. But to others it has proven a disadvantage.

New and pressing problems have been created for agriculture by the injection of industrial incomes in areas heretofore dependent primarily upon agriculture.

Six hundred farms, and a few more than 600 families, were located on a 60,000-acre tract of land north of Madison, Ind., which the Army purchased as the site of the Jefferson Proving Ground. Here is what has happened to 400 of these families which our county supervisor could trace: Fifty-five of them were able to relocate by renting other farms, but a number of these already have been displaced again when the farms they rented were sold. Two hundred seventy-five of those who owned their land have purchased other farms with the money paid them by the Government. Twenty of the evacuées retired, moving to town or to a small plot near a town. Fifty others retired on social-security payments.

One hundred received employment on the proving ground construction, and others found jobs on construction of the powder plant at Charlestown, 40 miles away.

The proving ground has employed as many as 6,000 during its construction, but by December 1941, when construction is scheduled to be completed, the pay roll will be curtailed to about 800 "permanent" employees, nearly all from the civil-service rolls. Few of the farmers will be afforded permanent jobs, and those who have been living in the towns are expected to want to buy or rent farms again when their jobs end. No desirable farms are for rent in the vicinity, and few are for sale.

DISPLACEMENT IN OTHER AREAS

The same conditions hold good generally at the other defense areas. A survey made in Ohio, Indiana, Illinois, Iowa, and Missouri by the Farm Security Administration shows that 10,000 rural families in those 5 Corn Belt States who have been receiving aid or had applied for aid from the Farm Security Administration were unable to find farms during the fiscal year 1940–41.

Less than one-third of the farm families displaced from the defense areas in these States are now farming again, the survey showed. Most of the displaced farm families have been unable to find farms upon which it was possible for them to locate. Some are performing rural nonfarm work, a few have been absorbed into defense industry and other industry, and others are now either unemployed or on relief.

The survey reveals that 35,000 farm operators in the 5 Corn Belt States are now employed in defense industries, about half of them on a full-time basis. Many who are employed did not leave their farm at the time of their employment but instead turned the farm operation over to some other member of the family. Thus in such cases no new farms were made available to displaced farmers. Already the employment peak has been passed at some of the ordnance plants, and hundred of workers are being laid off each week. There will be little land available for them unless the Government extends aid and cooperation.

Because of the gradual laying off of construction workers, and because the plants will be completed one by one over a period of months, the jolt will not be a sudden one. But it will be severe. It will begin to be felt this fall and in the ensuing year will be most serious when farmers who have lost their construction jobs on ordnance plants will want to return to farms.

TYPE OF FARMERS AFFECTED

Mostly affected by the defense program is the disadvantaged class of farmers including the tenant farmer and the farm laborer. Owners and operators of large farms have not been so prone to take work in defense plants. The substantial farmer instead redoubled his agricultural efforts and is enjoying the fruits of better prices.

Farm laborers, tenants, and operators of poor land on which they had difficulty making an adequate income naturally have been the ones to whom industrial or defense jobs looked best.

Few of the farmers working in industry or defense have voiced plans to become permanent industrial workers. They have generally used the money they have been earning to pay old debts and buy new clothing, furniture, or equipment they have long wanted. Few have been found who had saved any money, and it is possible that when their jobs end many of them will be saddled with newly acquired debts as the result of unwise installment purchasing.

Near LaPorte, Ind., one wife in a Farm Security Administration borrower family living on a rented farm took in 10 roomers and boarders when the defense boom struck that community. She charged them $10 a week each, grossing $100 a week. Her husband obtained a $45 a week job helping construct the ordnance plant. The wife did the plowing, cultivating, and farm chores with the help of the children and the aid of her husband before and after his working hours. They thus had their usual farm income and when they market their hogs this fall they intend to pay off their Farm Security Administration loan in full. They have started a bank account and are saving with the intention of making a down payment on a farm.

This case is not typical, but it serves to show how some families are benefiting from defense.

The more general effect of defense upon the farmers working in industries has been to intensify the dangers of farm distress. Much installment buying of furniture, household goods, automobiles, and clothing is being done on the strength of defense pay checks. A tendency has been noted in some cases,, too, for the purchase of more mechanical equipment than the smaller farm will maintain. Farm income alone will not be sufficient on these farms to meet the payments after the defense pay checks stop coming in.

Mechanization is being speeded up on both larger and smaller farms, attributable to the unusual income available from nonfarm sources and the decreasing supply of labor and the increasing cost of obtaining the services of farm labor. In the defense areas Farm Security Administration has found it necessary to make loans for a number of tractors and other mechanical equipment in order that crop production would not suffer.

LARGE GOVERNMENT PURCHASES

In Indiana, 126,100 acres have been retired from farming by Government purchase for defense sites, wiping out 903 farms. Another area embracing 400 more farms may yet be purchased for military purposes in Indiana.

In Ohio, 30,200 acres have been taken and 381 farms absorbed into defense-plant sites. Two hundred more Ohio farms will be taken if proposed projects materialize.

The Jefferson Proving Ground extending through Jefferson, Jennings, and Ripley Counties, Ind., and displacing more than 600 families is the largest single project in the two States in respect to size. In respect to employment, however, the du Pont powder plant (Indiana Ordnance Works) and Goodyear bag-loading plant (Hoosier Ordnance Works) in adjoining Clark County, rank first. Together, their peak employment was close to 40,000 men, drawn from as far as 80 miles away. Bus lines were established operating to the powder plant from Bedford (80 miles away), French Lick (62 miles), Seymour (50 miles), to haul workers to and from the plant. Others commuted by automobile equal distances, and the defense pay checks were spread over a large area in southern Indiana.

The $76,000,000 du Pont powder plant absorbed 6,000 acres of fertile Ohio River Valley land and took 35 farms out of production. The bag-loading plant took 5,100 more acres and wiped out 41 more farms in Clark County.

The East Coast Naval Ammunition Depot in Martin County, near Burns City, Ind., will take in 160 farms and 16,000 acres of generally poor hill land which provided a livelihood for the families living there and which they are reluctant to give up. They are clannish and steeped in the tradition of the hills. None of them do commercial farming but grow large gardens which provide their food. Practically all of them were born and reared here.

Another 26,000 acres of submarginal land in an adjoining tract had been acquired several years ago by the Soil Conservation Service and retired from farming because of its unproductivity. This tract, with the 16,000 acres newly acquired, will give the Navy Department 42,000 acres for its ammunition depot.

The Kingsbury Ordnance Works in LaPorte County, in northern Indiana, put 67 farms, totaling 13,000 acres, out of existence.

The Plum Brook Ordnance Works at Sandusky, Ohio, absorbed 169 farms totaling 9,000 acres, and the Ravenna Ordnance Works at Ravenna, Ohio, absorbed 212 farms totaling 21,200 acres.

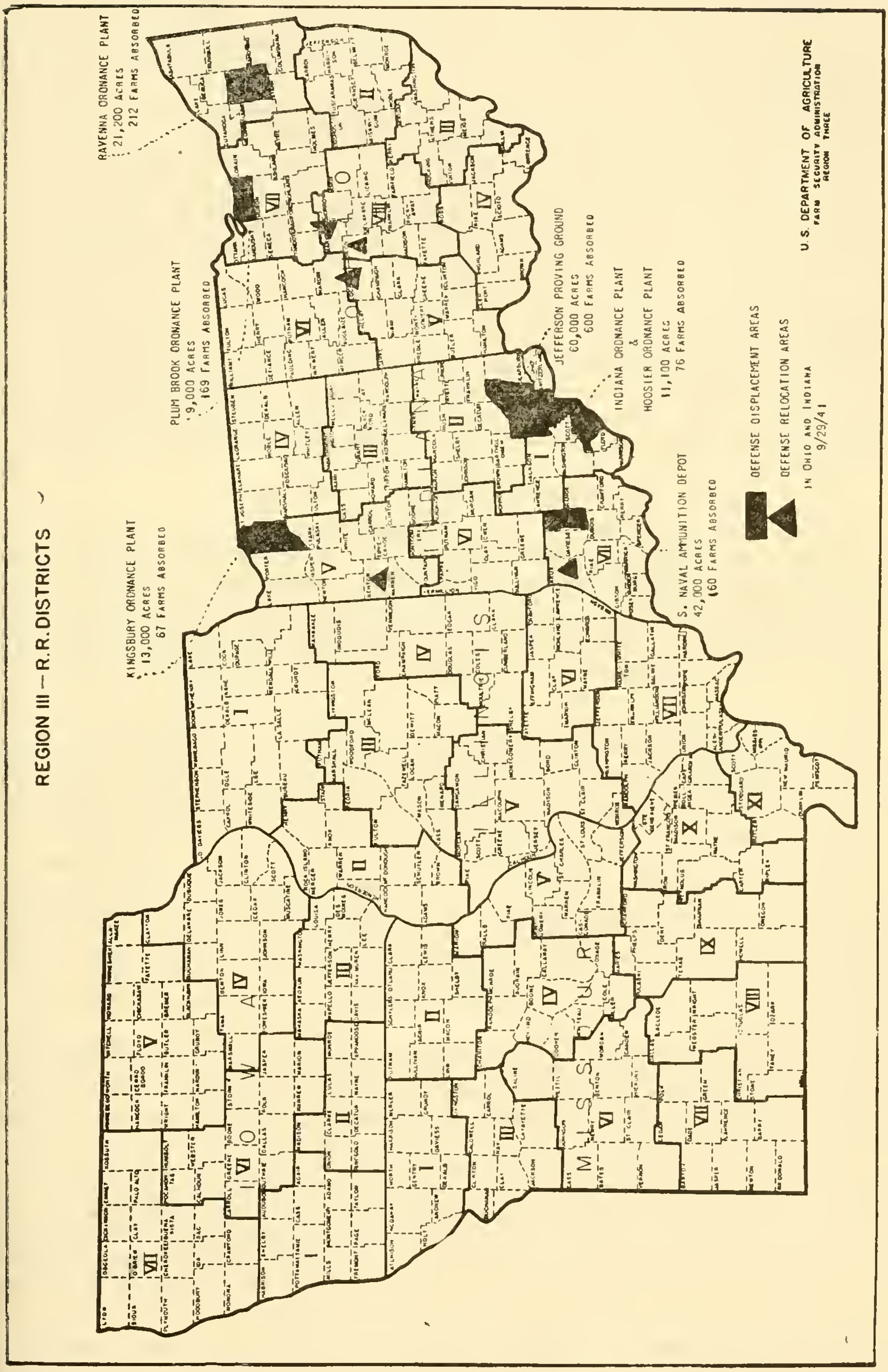
Table 1 shows the acres of farm land in each county, the acres taken for ordnance plants, the number of farms in the county and the number absorbed by ordnance plants, the degree of tenancy among displaced families in each displacement area, condition of land which was taken for each plant, and employment figures on each project.

TABLE I

Name of defense plant	Total acres of farm land in county	Acres taken by United States for defense sites	Total number farms in county	Farms taken by United States for defense sites	Tenancy on farms taken	Condition of land	Employment	
							Peak construction	Permanent
Jefferson Proving Ground, Madison, Ind.	662, 893	60, 000	6, 495	600	21 percent tenancy	Poor to good	6,000	800 (all civil service) (Dec. 1, 1941).
Indiana Ordnance Plant, Charlestown, Ind.	175, 949	6, 000	1, 687	35	15 percent tenancy	Good	30,000 (May 1941)	10,000 (early 1942).
Hoosier Ordnance Plant, Charlestown, Ind.	175, 949	5, 100	1, 687	41	do	do	14,000 (Sept. 1, 1941)	6,500 (October 1941).
United States Naval Ammunition Depot, Burns City, Ind.	135, 980	[1] 16, 000	1, 165	160	12 percent tenancy	Poor	4,200 (October 1941)	Civil service, 675; production, 1,600 (July 1, 1942).
Kingsbury Ordnance Plant, La Porte, Ind.	334, 489	13, 000	2, 476	67	50 percent tenancy	Good	7,000 (August 1941)	10,000 (40 percent women), (Dec. 1, 1941).
Ravenna Ordnance Plant, Ravenna, Ohio.	249, 915	21, 200	3, 368	212	25 percent tenancy	Fair	18,000	7,000 (in production now).
Plum Brook Ordnance Plant, Sandusky, Ohio.	130, 101	9, 000	1, 560	169	5 percent tenancy	Good	6,500	2,000.
Total	1, 689, 327	156, 300	15, 586	1, 284				

---

[1] 26,000 more acres were already Government-owned.


REGION III — R.R. DISTRICTS
RAVENNA ORDNANCE PLANT
21,200 ACRES
212 FARMS ABSORBED
PLUM BROOK ORDNANCE PLANT
9,000 ACRES
169 FARMS ABSORBED
KINGSBURY ORDNANCE PLANT
13,000 ACRES
67 FARMS ABSORBED
JEFFERSON PROVING GROUND
60,000 ACRES
600 FARMS ABSORBED
INDIANA ORDNANCE PLANT
&
HOOSIER ORDNANCE PLANT
11,100 ACRES
76 FARMS ABSORBED
S. NAVAL AMMUNITION DEPOT
42,000 ACRES
160 FARMS ABSORBED
DEFENSE DISPLACEMENT AREAS
DEFENSE RELOCATION AREAS
IN OHIO AND INDIANA
9/29/41
U.S. DEPARTMENT OF AGRICULTURE
FARM SECURITY ADMINISTRATION
REGION THREE
OHIO
INDIANA
ILLINOIS
IOWA
MISSOURI

OTHER REASONS FOR FARM RETIREMENT FROM PRODUCTION

It must also be borne in mind that farmland is constantly being retired from production for other purposes than defense.

The Indianapolis Water Co. a few years ago purchased 5,000 acres of farmland in central Indiana. The farms on this land have been operated by 49 tenant families. Within a few months when the water company floods the area as an addition to the city waterworks system these families will have to vacate and look for other farms.

Portage County, Ohio, in addition to the acreage taken for the Ravenna Ordnance Works, lost 1,500 acres of farmland to the Akron, Ohio, "watershed" and 8,000 more acres to provide a water reservoir for Youngstown.

These nondefense displacements serve to make more acute the shrinkage of farmlands, speeded up by the huge Government defense site purchases.

The fact that all of the displaced families have not sought to relocate immediately on farms has alleviated the immediate problem of finding land for them. But the problem is one that will have to be met in the near future, when defense plant construction is curtailed and the farmers who located temporarily in towns and cities again seek land to cultivate.

Urban housing shortages have been responsible for some displacements of farm families by city families, desiring only to use the farmhouse for shelter. Landowners have rented farmhouses for living quarters to defense workers for from $20 to $40 a month—as much as the entire farm had brought previously—and rented the land to a neighbor who with mechanized equipment could operate both farms.

NOT ENOUGH FARMS TO GO AROUND

The absence of available land on which farm families can settle is becoming a serious problem in Indiana, Ohio, and other Corn Belt States. There are not enough farms to supply the demand. Obviously, there are a certain number of farms for rent or purchase. Some of these are of an uneconomic size—too small to provide a living. Some are composed of submarginal crop land, unsuited for general farming. And others are of sufficient size and adequate fertility, but the cost of rent or purchase is exorbitant when compared with expected earnings.

Because of this, and because of the inability to locate any sort of farm, 667 applicants in Indiana and 918 applicants in Ohio who were otherwise eligible and in need of Farm Security Administration assistance were turned away during the fiscal year 1941. In addition to this group, by the end of the fiscal year 1941 there were 423 standard borrowers in Indiana and 456 in Ohio with no farms to operate.

This number of families is small in comparison with a total of 184,549 operators in Indiana and 233,783 in Ohio as shown in the 1940 census. But the number is increasing. Seventy-five years ago it was unbelievable that any farm family desiring to farm would be unable to find cropland. Seventy-five years ago, farms were not consolidated and operated by machine, nor at the other extreme, were they cut up into tiny, uneconomic units. Seventy-five years ago the rich topsoil now lying at the mouth of the Mississippi delta was growing crops on midwestern farms.

The depletion of factory-age farm workers who have taken defense jobs because of higher wages and better working conditions, and the gradual effect of the draft which has taken and will gradually draw more sons of farm families, has curtailed the amount of farm labor available. As the defense program continues this labor supply will grow shorter and shorter.

The retirement of 1,284 farms for defense sites in Ohio and Indiana, coupled with the merging of others with the rapid step-up in mechanization and the decrease in the supply of farm labor, points to difficulties for the future. The machines that are being purchased today—farm machinery sales in defense areas have increased more than 25 percent over a year ago—will be doing the work when the labor supply increases. This will be a factor in causing farm laborers in the future, then, to be able to command less pay when their ranks again become bountiful.

On the beneficial side, the defense program has enabled some of the disadvantaged farmers temporarily to raise their standards of living. Their morale has become better, they are buying necessities they have long desired, and they are on the road to better health because they can afford to buy medical care and proper food.

Yet there are other areas in which rural poverty and all its social ills remain as serious problems as they ever were, accentuated now because the general welfare of the better-class farmers has been improved somewhat. Increased farm prices rarely help the farmer who grows just about enough for his own needs.

ENLARGEMENT OF FARM SECURITY PROGRAM

The Farm Security Administration undertaking to aid displaced farmers in relocating their families, has had to enlarge its program to cope with this problem. Grants have been necessary to pay moving expenses of some displaced families who were in need, and in some instances to pay for food and shelter for penniless families until they could find a place to settle permanently.

Farm owners who were displaced were eligible for loans from Farm Security Administration, to be repaid when they received payment from the Government for their land. Tenant farmers who relocated were given loans for equipment and to make improvements when such were necessary for successful farming operation.

Tenant-purchase loans also have been made to some tenants who were able to find suitable farms for sale. Land values are rising so rapidly that some difficulty is being experienced in obtaining farms in the price-limitation classification and productive enough to be desirable for tenant purchase under the Farm Security Administration program.

One of the difficulties in locating land in the better land areas revolves around the fact that large owners and institutional landlords are not willing to break up large holdings in order to sell a small farm such as 60 or 80 acres, these large farms being for sale as a whole rather than in small parts, which makes it virtually impossible for the small operator to buy in the good land areas generally. The tendency is for the large farms to expand rather than liquidate.

In the better land areas it is no doubt true the larger operators are finding it more profitable to farm larger acreages under commercial farming practices. It has been our observation that these people crowded off the good land areas because of the expansion of larger farms are finding it necessary to relocate in poorer land areas where farms are already too small, thus further crowding these areas; or else they can find no farm and must become farm laborers, industrial workers, or accept public assistance.

The Farm Security Administration need not point out the dangers of this trend. To break up large farms and make room for families that wish to remain on the land, cooperative farms have been established, leasing associations have been encouraged, and defense relocation corporations have been formed in each State.

The cooperative farms have been established to provide a basis for studying their success in enabling small farmers to work together in order that they might compete with commercialized farms on a more equitable basis. Each family on the cooperative farm has its own homestead, but the land is farmed jointly and the income prorated.

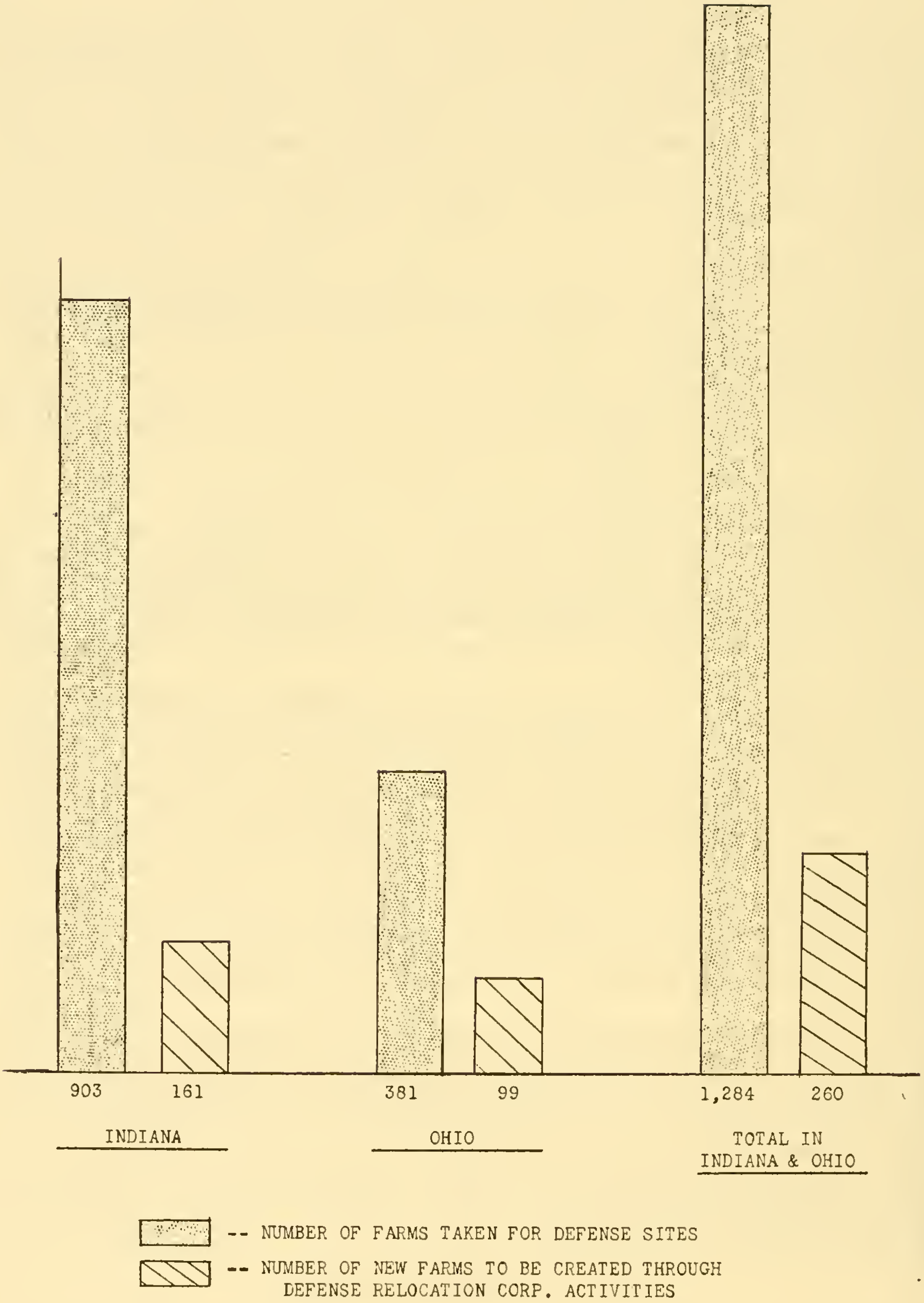
The leasing and purchasing associations consist of farmers wishing to lease or purchase farmland. The group leases or purchases land and then subleases various tracts to the members, to be farmed as individual farms. Cooperative buying, marketing, and use of equipment under such an arrangement are easily carried on.

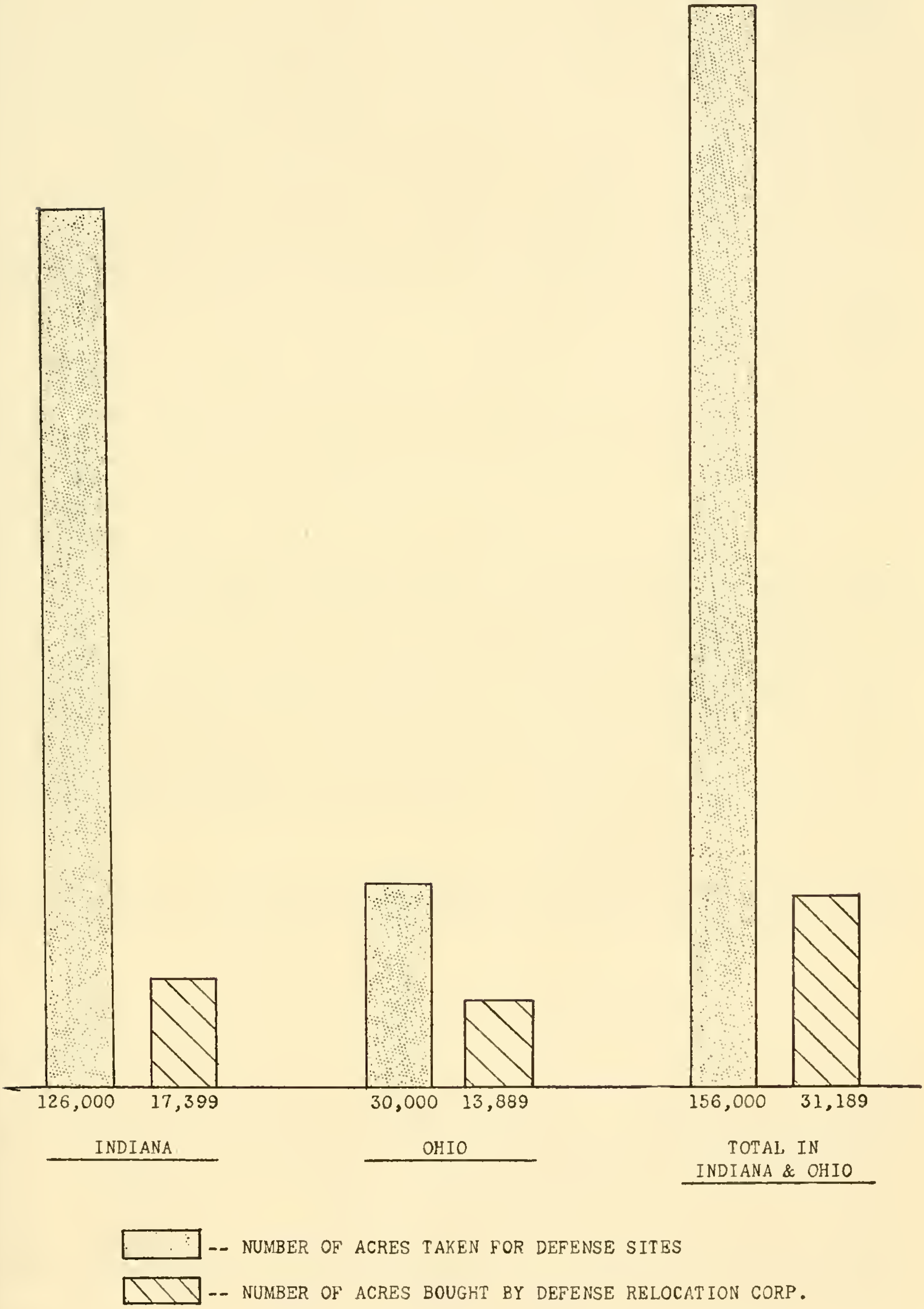
To meet the immediate problems presented by the farmers who cannot find land to farm, defense relocation corporations have been established in both Ohio and Indiana. With funds, loaned by Farm Security Administration, they have purchased large holdings in good land areas which will be broken down into smaller farms in order to make available family-size units to families displaced by the defense program.

In Indiana 17,397 acres have been accepted for purchase by the defense relocation corporation, and 13,889 acres in Ohio. (See charts A and B.) These will be broken down into family-size farms of about 80 acres, permitting a self-sufficient standard of living for each family.

RELOCATION FOR ONLY 260 FAMILIES

But while 1,284 farms have been absorbed by ordnance-sites purchases in Ohio and Indiana, only 260 families can be placed satisfactorily on the relocation land purchased. There are already 101 farm families living on that land, who will be given an opportunity to remain on an equal footing with the 260 defense-displaced farmers.


903
161
INDIANA
381
99
OHIO
1,284
260
TOTAL IN INDIANA & OHIO
-- NUMBER OF FARMS TAKEN FOR DEFENSE SITES
-- NUMBER OF NEW FARMS TO BE CREATED THROUGH DEFENSE RELOCATION CORP. ACTIVITIES


126,000
17,399
INDIANA
30,000
13,889
OHIO
156,000
31,189
TOTAL IN
INDIANA & OHIO
-- NUMBER OF ACRES TAKEN FOR DEFENSE SITES
-- NUMBER OF ACRES BOUGHT BY DEFENSE RELOCATION CORP.

None of the displaced families has actually been resettled yet on relocation land in Ohio and Indiana, due primarily to the impossibility of getting possession of the land before March 1, 1942. The rights of the present tenants on the land have been recognized and their leases with the present owners will hold until the beginning of the crop year.

The relocation program on its present scale is entirely inadequate. The Ohio and Indiana relocation purchases have exhausted the funds made available under the present program in those States. And while these purchases are providing 260 farms to replace part of the 1,284 taken out of production, it should also be borne in mind that each succeeding farm census has shown Indiana and Ohio with fewer and fewer farms because of mechanization. Machine farming makes it possible for large landowners to increase their holdings and operate with fewer laborers and tenants. This creates a problem for those whose services are no longer needed and have no place to locate in their search for a living.

With the money that has been provided, all of the defense relocation purchases in region III (Ohio, Indiana, Illinois, Missouri, and Iowa) will not create enough additional farms to relocate those families displaced in Indiana and Ohio alone. The relocation program in the entire region can provide only 823 additional farms. In Indiana alone 903 farms have been eliminated by the location of ordnance plants.

The effort has been limited by the availability of funds to hire personnel to buy and develop land, and also by the availability of land that could be bought at a reasonable appraisal. Demands on our present personnel have been increased to such an extent that the planning and development is not moving as rapidly as we would like.

The immediate problems created by the defense effort have been given prime consideration. At the same time we have endeavored not to allow our rehabilitation program to suffer. A large segment of farm families, not in acute distress, is living far below healthful standards and is in need of the aid and cooperation of Farm Security Administration. This segment of families has been little affected as yet by the Farm Security Administration program, which to date has been largely confined to the lowest-income class of families because they have been most urgently in need of assistance.

Many of the displaced families are not faring so well. Each displaced family remaining in agriculture displaces another, which in turn displaces a third. Each dislocation and moving, constitutes a drain upon the tenant farmer's usually meager purse. Indications are that this dislocation problem will be more serious in the spring, when the farm year ends. Loans and grants will be needed for many families moving into defense relocation areas, and as more families are displaced by Government purchase of land for Army camps, arsenals, and proving grounds this problem will increase.

All divisions of the United States Department of Agriculture are cooperating to meet the problems that have arisen, but Farm Security Administration is directly affected and must take the initiative in this work.

Family Case Histories, Farm Displacement for National Defense

PLUM BROOK ORDNANCE WORKS, ERIE COUNTY, OHIO

Case No. 1.

This family, consisting of the husband, 57, and the wife, 55, wanted about $30,000 for their farm. The War Department gradually raised its offer to approximately $27,500.

The family chose to attempt to obtain the $30,000 price through resort to the courts. The farm was condemned by the Government. No settlement has been reached, and the case has not yet come up in court.

The family held a sale to dispose of their machinery and livestock, with the exception of two cows and a team. They purchased a small farm of 15 acres, 3 miles from their old location, as a temporary home. They are interested in purchasing a larger farm and continuing to be farmers.

During this summer this man and a neighbor were the successful bidders to combine all wheat on the land bought by the Government. He plans to operate the small farm he has purchased until he has received a definite settlement from the War Department and until he locates another desirable farm.

Case No. 2.

This husband, 42, wife, 25, and three children ranging from 4 to 6, had been living for 2 years upon a 42-acre farm which they rented on a cash basis. The farm did not provide sufficient income to support the family, and the husband worked part-time on Work Projects Administration and bought and sold junk to increase the income. His application for a Farm Security Administration loan to buy livestock and machinery to operate the farm had been rejected because it was not possible to arrange a satisfactory farm and home plan.

When the farm was purchased by the Government for the ordnance plant site, the Farm Security Administration had to render immediate assistance to this family. They were not interested in moving into town, but desired to farm, so a Farm Security Administration representative contacted a landowner and rented a 100-acre farm 20 miles away on a cash share basis of $400, drawing up a 3-year lease. The Farm Security Administration placed particular emphasis upon the writing of a sound farm lease and loaned the family $1,129 for the purchase of machinery and livestock to start farming.

The family was delinquent in its rent and thus received no reimbursement when moved off the 40-acre farm. It was necessary for Farm Security Administration to grant the family $120 to pay moving expenses, and for subsistence.

The county Farm Security Administration supervisor has reported that he is well pleased at the progress this family is making, that the family has taken such interest in their new farm that it is requiring less supervision than had been anticipated. The Farm Security Administration worked out with the neighbors an arrangement whereby this farmer can borrow a portion of the machinery he needs from them under cooperative service terms, which saved the family a considerable amount in its machinery investment.

Case No. 3.

For three generations this family name had been associated with their 134-acre farm which the Government bought for $35,000 for the ordnance-works site. The husband, 57, wife, 60, and daughters 24 and 27, were very successful as a farm family. They were growers of hybrid corn and certified wheat. The farm was very productive and, too, the family attached considerable sentiment to the land. The first offers for the land were rejected and before a settlement finally was reached the owner hired an outside appraiser and sought counsel and advice on the value of the farm; also from the agricultural department at Ohio State University.

The family moved to the city of Sandusky, temporarily, but plans to purchase a farm within a few years. Prices are high for the type of farm they wish to buy, and they believe it wise to wait a few years in the expectation of a drop in farm prices.

The husband was quite lost when he moved to town, as he had always lived on a farm, but being interested in the growing of hybrid corn he has worked with other farmers in the county this year with their hybrid seed plots. He plans to work this winter selling hybrid seeds.

Case No. 4.

An old couple, 84 and 74 years old, and their single son, aged 50, had operated their 136-acre farm for many years. The elder man was blind, and both he and his wife were in poor health.

The family was happy to sell the farm to the Government for $14,000, although they regretted having to move to new surroundings because of the elder man's blindness. There was considerable debt, consisting of chattel loans and judgments on the chattel property, and a heavy mortgage on the real estate, held by the Federal land bank. Frequent delinquencies were shown on the mortgage payment records.

The family sold all its chattel property and moved to a small town nearby, renting a vacant house. The mother died shortly after and the son and father now are living alone, the son doing farm labor.

Case No. 5.

Three years ago this family, consisting of the father, 46, wife, 44, and eight children, purchased their 87-acre farm for $10,500. They sold it to the Government for $17,500 and retired their mortgage of about $8,000.

They had always been farmers and desired to continue. They wanted to purchase a farm of about 80 acres and would pay about $10,000. They checked many farms in surrounding counties. They wanted a farm of black sandy loam soil. Farms with this type soil that were being offered for sale were offered at a much higher price than they were willing to pay. Consequently they were forced to change their minds on the type of soil. They purchased a 129-acre farm in an adjoining county, and plan to farm it with horses.

This family seemed to be happy at selling its farm for $17,500, but they stress now that they would be more than glad to repurchase it at the price they sold it for.

Case No. 6.

For many years this couple, aged 61 and 59, had operated their 175-acre farm, on which they owed a heavy debt as well as chattel debts.

The husband owns an interest in the concessions at a summer resort nearby and spends most of his time during the summer managing the concessions. They appeared pleased to sell their farm to the Government for $40,000. They sold all their machinery and livestock, then purchased a large four-wheel trailer house which they moved to the summer resort and have been living in.

They are not interested in returning to the farm, although at some later date they wish to purchase about 10 acres near Sandusky.

The man's mother had lived directly across the road from him in a house where she had lived since childhood. In poor health and bedfast for months, she died a short time after learning of the Government land purchases.

Case No. 7.

The Government paid $28,000 for this 40-acre truck farm, including a greenhouse, which was the basis for a good-size business. The operator lived on the farm with his wife and three children, aged 10 to 26. A married son who helped operate the business built a house also on this farm.

The family apparently was well pleased with the settlement and purchased a 62-acre farm just outside the Sandusky city limits. An extension of time was granted them so they could complete new greenhouses upon the new farm.

Case No. 8.

On their 186-acre farm lived this family of eight—the husband and wife, four children from 8 to 16 years old, the husband's mother and sister. A hired man made his home with them.

The family was opposed to selling the farm, and when convinced it was necessary, asked a price that was considered exorbitant. The Government had to condemn the farm.

The family are outstanding farmers, hard workers, and good managers. They have purchased a 150-acre farm nearby for $15,250 and made arrangements to move out the tenants living on it.

Case No. 9.

For 25 years this man, now 70, and his wife, 68, had farmed their 116 acres near Sandusky. They had raised two daughters who had married and left them. It was a shock to them to be called upon to sell their land to the Government. However, they agreed upon a price of $22,500.

They wanted to continue farming and looked at many places that were for sale. They wanted a farm with two sets of buildings so that one of their daughters and her husband, who are now tenants, could move into one set of buildings and help with the farm work. They could not find such a farm so they sold their livestock and tractor equipment and moved into a small town in an adjoining county, where they purchased a business building for an investment and a small home for a residence.

RAVENNA ORDNANCE WORKS, PORTAGE COUNTY, OHIO

Case No. 10.

This family was crowded off the farm it was renting because another family, which was displaced from the ordnance works site was able to buy the land.

The father, mother, and two young daughters thus secondarily dispossessed were unable to find another farm to rent and sold their chattel property. He found work as a carpenter, but still hopes to locate a good farm and return to farming.

Case No. 11.

This family was composed of father and mother and five children, from 13 down to 5 years of age.

They had owned a 133-acre farm for a number of years. Notified that the Government wanted the farm, they quoted their price, and it was readily accepted.

After being notified that the option was accepted, the couple could not agree on what they should do. It was said that this and past family troubles resulted in the wife securing a divorce. He then sold off all his chattel property, with the exception of his farm truck and bailer. He used his bailer throughout the area bailing straw, and his truck for moving families.

She moved her family and household goods to Ravenna, and secured work at a restaurant as cook. He moved in with another family. He has found work with a construction company at the Ravenna ordnance plant, and also does trucking on the side.

Case No. 12.

This family is composed of a father, 76, and one unmarried son, who still lives at home. When their dairy farm was purchased by the War Department they purchased a good farm of 155 acres that is suitable for dairy farming and has a house with modern conveniences.

Moving presented such a problem that the father finally purchased a truck for this purpose. He stated that he was too old to farm, but that since the son wanted to continue farming he felt that they should relocate on a farm. As he stated, he had purchased a bigger and better farm, paid cash for it, and still had $2,700 in cash left from the transaction.

There was a secondary displacement in this case.

Case No. 13.

This family is composed of 9 people. The father is 50 years of age, the mother 43, and there are 7 children at home ranging in ages from 21 to 4 years.

There were 103 acres in their farm, which they inherited. It was of very poor fertility and very poorly drained. They operated it for a few years after inheriting it and then because of low prices and lack of equipment the farm remained idle for 3 or 4 years.

During this time, he worked on Work Projects Administration while she was in the chicken business on a fairly large scale. In 1937 they again started operating the farm and increased the number of poultry considerably. From then until the fall of 1940 the family was getting along fairly well.

After the land was purchased for the Ravenna ordnance plant, the family purchased another farm of 100 acres near by. They are very well satisfied because after making the necessary repairs and improvements and paying off the mortgage against the other farm, they now have their home free of indebtedness.

He has obtained work at the Ravenna ordnance plant with his team of horses, furnishing a supplementary income.

There was a displacement on this farm which they purchased. However, the family they displaced had been working for the Work Projects Administration. They moved to town and the head of the family now is working at the shell-loading plant.

Case No. 14.

This young family was renting a 160-acre dairy farm on a share basis, when their farm was sold to another family which had been displaced by the Ravenna ordnance purchase. He is 22 years of age and she is 24. They obtained a satisfactory settlement and gave immediate possession.

At first they were unable to locate a farm for rent and just when they were ready to sell out they heard of a farm which they could get on a cash rent basis. Considerable difficulty and expense were involved in moving and the family did not have sufficient chattel property to farm for themselves. They finally borrowed sufficient money for this purpose from a local bank.

Their new farm has 87 acres and the soil is of good fertility. The family is satisfied and feels that they may be better off.

There was a third displacement, the owner-operator of the 87-acre farm selling out and moving to Cleveland to take urban employment.

Case No. 15.

This farm family of four was tenant-operating a 100-acre farm of only fair fertility and not too well drained, owned by an absentee landlord who lived in Detroit, Mich. When the Government bought the land the owner refused to make any settlement with the tenant and this proved to be the most difficult case in the acquisition of land for the Ravenna ordnance plant. The tenant refused to move and give possession. Finally when the construction company started blasting across the road, and sent rocks flying into the yard, the tenants began to move out. They had to sell off their crops and cows.

They moved into the village of Hiram when they were unable to locate a farm. The horses were pastured out, and the machinery was stored. The tenant was advised to take legal action to tie up the funds of the owner, but he failed to do so.

The tenant obtained employment at the Ravenna ordnance plant, where he has been working since. He hopes to find a farm and to again start farming. In the meantime, he is satisfied to continue working.

The family has moved three times within the past year, and are not sure how long they may remain in their present house. There was no other displacement in this case.

Case No. 16.

This family represents a somewhat different situation from the other cases described, but was typical of the farms bordering the area. In this case, this family of two owned an 87-acre farm with 30 acres in crop land. The War Department purchased 71 acres, leaving 16 acres of land and the buildings. This destroyed the farm unit and meant that the family did not have sufficient acreage.

The husband in this case is 56 years old, the wife 48 years, and they have no children left at home. At first they thought they would have to sell their remaining land and buildings and purchase a farm elsewhere, or sell out and quit farming.

However, after inquiry they located a 33-acre tract down the road, which was vacant, and purchased this. They have now only 49 acres of land with 24 acres of crop land. This is a very small unit and they will have to depend partly on renting outside farm land.

He has secured employment at the Ravenna ordnance plant and will work there and do part-time farming. The family, upset at first, apparently has become fairly well satisfied. Their financial condition is such that they do not need aid, although they still have a mortgage on their farm. They will become full-time farmers when the work at the ordnance plant ends.

Case No. 17.

This is a young family, the father 35, the mother 26, and four children, the oldest of which is 6. This family owned their farm, which they inherited several years ago.

The farm is composed of 39 acres, of which 29 acres were crop land. The soil was poor and had been very poorly operated during the past few years. During the 2 years prior to its purchase by the War Department, it was operated as a dairy farm.

When they were bought out, the family purchased a farm in a nearby county, making a $50 down payment. After some consideration they decided not to move so far away. The husband in this case wanted to continue farming, but his wife felt that considering past experiences it would be better if they did not. He then purchased a 3-acre tract of land in Portage County. Here they have an especially good house and a fair barn. The family experienced considerable difficulty in obtaining their money from the Government and did not have sufficient money left to make a down payment. It therefore became necessary for them to live with the wife's family until the money came through.

After making this purchase they sold all of their livestock and equipment and the husband found a job with a construction crew at the Ravenna ordnance plant. He now hopes to obtain an operating position at the plant when the construction work is completed in the near future.

This family's financial condition has been greatly improved through the sale of their farm, and their relocation. They were badly in debt on their farm and might have lost it at some future date if it had not been for this sale. There was no secondary displacement in this case, as the house which they purchased was vacant.

Case No. 18.

This family was composed of four people—the father, 45 years old, mother 44, and two children, 19 and 16.

They owned an exceptionally productive 92-acre farm within the bounds of the Ravenna ordnance plant site.

After the purchase of their farm by the War Department, this family purchased a farm nearby. A few days later, they sold this and 10 days later bought it back. They became quite discouraged because they were unable to find a farm that suited them. The husband was found dead in his garage at his old farm with the motor of his automobile running. His wife was crushed by the whole affair, and said, "They not only took our farm, but they took my husband, too."

Their new farm has 80 acres, of which 41 acres are cropland. It is of good fertility and a very good dairy farm. The wife hopes that her son will stay at home and continue farming, but he appears to be more interested in industrial employment.

This family was definitely not satisfied with having to move and relocate elsewhere. It is thought that it would probably be true of them regardless of any farm they might have purchased, because of their love of the farm and home which they had spent years in building up.

The relocation of this family caused a secondary displacement of another family.

Case No. 19.

This young family, consisting of a father and mother, both 27, and children 5 and 2, was renting a good 80-acre farm. Good managers, they built up an excellent dairy herd and were quite successful and contented.

But not far away another family's land was taken by the Government for the ordnance plant. And that displaced family relocated by purchasing the farm this young family had been renting.

A satisfactory settlement was reached and immediate possession was given. However, the young family was unable to find a satisfactory farm. Finally they rented a 7-acre tract with a good house but no barn. They had to sell off all their cows, one horse, and part of their feed. They did save a team, machinery, and most of the feed.

He then obtained a position in nearby steel mills. They expect to find a good farm at a later date and return to agriculture. For the present they are satisfied but do not wish to remain in industry.

JEFFERSON PROVING GROUND, JEFFERSON COUNTY, IND.

Case No. 20.

This family of four owned an 80-acre farm in the Jefferson Proving Ground site, and had long farmed in the immediate vicinity. About 50 years old, the couple had a sufficient equity in their farm to enable them to buy another farm in Bartholomew County, two counties distant. They are nearly independent financially. Their purchase of the Bartholomew County farm displaced another farm family there.

Case No. 21.

This tenant, aged 65, was renting a poor farm on the site of the Jefferson Proving Ground. He has three sons at home, aged 16, 14, and 12 years, and a girl, 18. He had to have aid from the Farm Security Administration to pay his moving expenses when his land was taken. He received $200 disturbance money, which he used to buy feed, seed, and a new team. He has farmed all his life and rented another farm, but his crops are poor and he will not make more than a bare living this season. He will have to move this winter, and is unable to find another farm. His problem is acute.

Case No. 22.

This man, 50, his wife and children, 12 and 15, have farmed 8 years in Jefferson County as tenants. He has sufficient equipment, and received $400 disturbance money. He bought a poor 120-acre farm in the same county on contract, at $200 a year. He paid $500 down. He is farming now, with a probable income of about $600 a year.

Case No. 23.

This man, 35, his wife and son, 14, and daughter, 3, lived on a farm which he part-owned. He had farmed all his life.

The Government optioned his farm. He borrowed money on the option, and bought a house in a rural village. Sale of his farm to the Government has not yet been closed. He is working in the proving ground as a laborer now, but plans to resume farming when the job ends. He had enough equity in his farm to pay for his village house and settle all his debts.

Case No. 24.

This man, 25, owned 40 acres of land on the Jefferson Proving Ground site. He has a wife and one small child. He came from a farming family, and has farmed all his life. When his land was purchased, he and his family moved into the city of Madison, rented a house, and he found employment at the proving ground. When his employment ends he will want to return to a farm.

Case No. 25.

This man, 42, and his wife owned 160 acres on the Jefferson Proving Ground site. They have a daughter, 10. He has farmed all his life. When his land was optioned, he had to borrow money on the option for immediate expenses. His equity in the farm was not so great, but it enabled him to purchase another farm nearby, not so fertile as the farm he had to sell. He is now farming and working part time. He may have financial difficulties on his infertile farm when he is unable to obtain part-time work to supplement his income. His purchase of the new farm displaced another farm family.

Case No. 26.

This 60-year-old man has farmed all his life in the vicinity, has six children, three now at home, including girls 18 and 14 and a boy 9.

He had about $2,000 equity in his farm, and owed $1,000 in debts when the Government optioned his farm. He bought a 70-acre farm in an adjoining county for $1,700, paid $1,000 on it, and financed $700 with a local bank. He paid all his debts but $300. Until he secures possession of his farm in the spring of 1942, he is paying cash rent for a place to live.

His new farm is unfertile. He will need to spend $300 to $400 on improvements before he can begin to farm it. He is now working in the proving ground, and will get one-half the income from the crops on the farm he purchased, which will amount to about $150. When he moves onto the farm he has bought, the tenant on it will be displaced.

Case No. 27.

This man, 51, his wife and two boys, 16 and 9, owned their 40-acre farm in the Jefferson Proving Ground site. He had a $2,000 equity in his farm, and borrowed money on his option when the Government acquired his land. He paid off his debts and had $1,700 clear from sale of his farm. He bought $1,700 worth of livestock, dairy cows, a tractor, tractor equipment, seed, feed, etc., and rented another farm.

The farm he rented has now been sold. He has little money, but he has found a poor farm of 70 acres in Jefferson County which he wants to buy. He plans to hold a sale in February to dispose of enough livestock and equipment to give him the amount needed for a small down payment.

Case No. 28.

This man, 26, his wife and 1-year-old child farmed 120 acres which he was buying. His father-in-law and brother-in-law live with him. He received $1,700 for his equity, and paid it down on an 80-acre farm in the same county which he purchased for $2,500. He borrowed the balance of $800 at 6 percent interest. He could not get possession this year so he paid cash rent for a small farm in an adjoining county. He is working in the proving ground as a laborer. He will obtain possession of his new farm in March, and will displace another family then. He will receive $150 as half interest in this year's crops.

JEFFERSON PROVING GROUND, RIPLEY COUNTY, IND.

Case No. 29.

This man, aged 59, his wife, his son, 20, and daughter, 16, tenant-operated a 120-acre Ripley County farm which was taken for the Jefferson Proving Ground. He received $200 disturbance money, but required Farm Security Administration aid to meet moving expenses, and needed subsistence help.

He found another farm, which he rented. He has poor crops this year and will have no income above a bare existence. The farm has been sold since he rented it, and he must move again. He is unable to find another farm to rent. His problem is acute.

KINGSBURY ORDNANCE WORKS, LA PORTE COUNTY, IND.

Case No. 30.

This family had been farming 240 acres of land in La Porte County, 120 acres as owners and 120 acres as tenants. They had lived in that locality about 15 years. They refused to sign an option on their farm and the Government started condemnation proceedings.

In November 1940 they liquidated all their personal property and went to Michigan, where they spent the winter with relatives. They came back to La Porte County in May and purchased a 160-acre farm on a "shoestring." When the condemnation suit is settled, they will be able to pay cash for their new farm.

They have been operating on borrowed capital. Their probable income for the year will be approximately $2,000.

Case No. 31.

This young family had been operating a 160-acre farm in La Porte County for 2 years. They were told to move by January 1, 1941, and were unable to find another farm. They finally went to his father's farm, just outside of the defense area, built a three-room house, and obtained work on construction of the ordnance plant about April 1, 1941. He is making about $140 a month from this work, and is helping his father on the farm during the extra time.

There are five children, the oldest 10 years and the youngest only 1 year of age. They have a cow, chickens, and a garden for maintenance. He has applied for permanent work in the ordnance plant when it begins operating.

They received no compensation from their landlord for the loss of their lease for 1941.

Case No. 32.

With their 10 children, this man and his wife moved from their 175-acre farm on December 1, 1940. They had been operating the land as tenants for 2 years. Unable to find another farm, they rented a house and a few acres of ground. He obtained work on construction in the defense area in November and has been receiving around $140 a month. The older children are working wherever they can find jobs. Of the five sons, the oldest is 18, the second oldest, 15. The oldest girl is 15.

The family is doing no farming. They received no compensation from their landlord for loss of their lease for the 1941 crop year.

Case No. 33.

For 38 years this family operated a 160-acre tract in La Porte County as tenant farmers. When they were compelled to move, the landlord paid them $1,400 for disturbance. With this money they purchased a 3-acre tract a few miles from the area and built a house with the financial assistance of their son.

They paid off their Farm Security Administration loan in full and are keeping a team of horses, a cow, and pigs, and chickens. They also are raising a few truck crops for sale. Their probable yearly income from truck and livestock sales is around $150. In addition they are receiving $200 a year in old-age pension money. The balance of their living expenses is being paid by their son.

Case No. 34.

This man, 43, and his wife had owned and operated 130-acres of farm land in La Porte County for 15 years. They have one daughter, 16. When they sold out they purchased an 80-acre tract 10 miles from their old home. The farm they are now operating had previously been field rented and they displaced another family.

As a result of their move they have materially improved their housing. Their probable yearly income for 1941 will be around $1,400. They have no other income.

Case No. 35.

Operating a 20-acre tract as tenant farmers this family had a team of horses, a few cows, hogs, and other livestock. The bulk of their income came from doing odd jobs but they did farming on a small scale. Because of faulty land titles, it was necessary to start a condemnation suit, which delayed settlement to the owner and in turn to the tenant family.

They lived on their farm until August 1941. They purchased the house which they had been occupying with the intention of moving it to a small tract which they have purchased. In dismantling the house the husband broke his ankle. The family is being helped with Farm Security Administration grants.

They have three children, the oldest a boy, 16. The other children are girls, one 13 and one 4.

Case No. 36.

This family had been purchasing a 40-acre farm in La Porte County on a land contract. They had lived in that locality for 7 years. When the land was sold to the Government they used their equity as down payment on a 60-acre farm about 10 miles from their old home. They are buying this farm on contract.

The husband, 51, has been working at the Kingsbury project since last November. They have five children, the oldest two being boys, 20 and 17, who have been operating the farm.

Their farm income probably will abount to $600. The income from work in the area will amount to about $1,600. The farm which they purchased was somewhat inflated in value.

Case No. 37.

This man has been operating a 154-acre farm as a tenant since 1936. His wife died about that time and he has raised the family himself. His children include a girl, 20, and two sons, 18 and 14. The family moved out of the defense area about March 1, 1941, to another farm purchased by the same landlord.

Sale of his crops to the Government enabled the tenant to buy feed necessary for his livestock and to move to the new farm, located about 5 miles from the old one. His probable income from farm operations during 1941 will be about $2,000.

EAST COAST NAVAL AMMUNITION DEPOT, MARTIN COUNTY, IND.

Case No. 38.

This man, 52, and his wife, 47, have one girl at home, 22, who has a child 1 year old. They owned their own farm in Martin County. An average of 25 crop-acres were farmed each year. This provided, mainly, feed for subsistence livestock. He worked out by the day, providing a cash income. Since they were displaced this family has rented a 40-acre farm in Daviess County and seems to be happy. He works at the depot at $6 a day. The relief from financial worries apparently helps to govern their happiness in relocation. This $6 a day income is greater than they have enjoyed at any time previously. They displaced another family when they moved on their present farm. It is unknown where this secondly displaced family moved, but it is likely another family was displaced.

Case No. 39.

This man, a part-time farmer and former railroad laborer, is 63 years of age and his wife is 58. He purchased the 40-acre tract of land near Burns City, Ind., about 8 years ago, and he and his son were living on it at the time of the Government acquisition. Farming operations were carried on by the son. The father more recently has been working on Work Projects Administration. Since the Navy bought his farm he has purchased a home and two lots at Burns City, where he has a small garden and continues to work for Work Projects Administration.

Case No. 40.

This man, aged 32, his wife, 30, and infant son lived with the wife's blind grandfather who owned the 40-acre farm purchased by the Navy Department. The younger man has had some outside employment, but has made most of the living on the 40 acres which he rented. When his farm was bought by the Navy the grandfather purchased a 54-acre farm in adjoining Daviess County. They have relocated and are happy. The neighbors helped move the family to the new farm. The younger man planted his crops and made hay before he started work in the depot area at $6 a day. He is continuing to farm.

Case No. 41.

This man, 53; his wife, aged 41; and four boys, 17, 12, 10, and 4, moved to their 124-acre farm in Martin County, Ind., from Michigan in 1937. Since that time they have struggled along in an endeavor to live and meet the payments on the farm. They kept a cow, sow, and some poultry, thus making a meager existence, but fell short on their payment for the land. They farmed from 10 to 40 acres of their farm. The oldest boy provided the main source of income the last year. Foreclosure was in progress at the time the Government purchased their farm for a naval depot this year. The family has moved back to a small farm at Hopkins, Mich., where they intended to truck farm.

Case No. 42.

This man, 28, his wife and two children, owned a 28-acre farm near Burns City, which was taken by the Navy last March. They then rented a 40-acre farm near Hobbieville.

Although he has been employed in the defense project continuously since leaving his farm he has 5 cows at the present time, 100 chickens, and a garden. He rented out a small amount of cropland on this 40 acres. He pays $8 a month rent. He taught school in 1932 and since that time has held various temporary nonfarm jobs. He never did any farming on the land that was acquired for defense except to pasture 5 or 6 cows, raise some chickens, and produce enough hogs for his meat and some pigs for sale.

He is very happy about his present financial status because he is making more money than ever before.

Case No. 43.

This middle-aged couple and their eight children were paying $5 a month rent for a small tract until it was purchased by the Government. They had enough land for a large garden, chickens, and pasture for one cow. By having a good garden, Work Projects Administration employment, and some odd jobs he has provided for his family. Although a Work Projects Administration worker, the family never has been on direct relief. This family moved to a small plot near Linton, Ind. The house was vacant so no one was displaced. At the present time they have a cow, room for a garden, and live some better since he is working on the Navy project at $6 a day, commuting to work. When this project is completed, he probably will be on Work Projects Administration again or rely on odd jobs for a livelihood.

Case No. 44.

This man and his wife, 60 years old, sold their 100-acre farm to the Navy Department and bought an 18-acre farm in Daviess County near Elnora, Ind. Though the acreage is far different, the tillable crop acres remain about the same. A cripple for years, his main enterprise was poultry and he intends to continue it at the new location. The income provides a meager living. That along with a garden enables this family to live independently, however.

Case No. 45.

This couple, age 50 and 48, have two boys, 21 and 18, at home. They have spent most of their lives in Martin County, on their 60-acre farm. Father and sons operated their own sawmill and farmed some. Subsistence livestock and a large garden were maintained, thus keeping the table. When their land was taken over, they purchased a 40-acre farm near Stanford, in an adjacent county, where they plan to live and do limited farming while the father works at the Navy depot. They intend to operate the sawmill and live about the same as they did in Martin County when work is no longer available at the defense-plant site.

When this family bought its farm, it displaced another family.

INDIANA ORDNANCE WORKS, CLARK COUNTY, IND.

Case No. 46.

This man and his wife, each aged 68, owned their farm without mortgage near Charlestown, Ind., where they had lived for more than 25 years. They were near retirement when their farm was purchased for the defense site. Within a short time, they probably would have retired on this farm and lived on the rental income from the land.

After their farm was purchased for the defense area, however, they bought a house and an acre of land in adjoining Floyd County, just outside New Albany, where they moved. They are not attempting to farm. He has worked on his own place and for various farmers in the vicinity this summer.

This family has had no defense income, but is fairly well off financially.

Case No. 47.

This man, 70, and his wife, 69, had lived a lifetime on the farm which they owned near Charlestown, Ind., and were almost ready to retire. They planned to live on the farm and field-rent the land.

However, when they were required to sell their farm as a part of the defense site, they decided to retire in California, where they have a son. They made a trip to California, but were not satisfied there, and returned to Indiana.

They bought 30 acres of poor land without buildings in Clark County, on which he has been trying to build a house. He has been trying to build it himself, because he could find no carpenters. The house is partly finished and the workmanship not very good. It is understood that he paid a rather high price for the bare land.

Case No. 48.

This woman, aged 56, is a widow and an outstanding farmer. She had lived on a farm near Charlestown, Ind., since her marriage. She has two daughters married and one, age 18, at home.

After her farm was purchased for the defense site, she bought a farm at Bloomfield, Ky., but they have not been satisfied there this summer and plan to return to Clark County soon. Returning to Clark County may mean that she will have to sell her Kentucky farm at a loss.

Before moving from Indiana, she kept a number of roomers and boarders, but otherwise has had no defense income.

Case No. 49.

This family consists of the husband, aged 66; his wife, 58; two daughters, 22 and 20; and a son who is living away from home. A father-in-law, 87, also makes his home with them.

The family had to move from their farm in Clark County, Ind., which they owned without mortgage, but the Government has not yet paid them for it. They cash-rented a small place near Jeffersonville, and sold most of their livestock, retaining 1 mule and 2 cows. Farming operations this summer have been limited to raising 300 pullets. He receives a pension in addition to his farm income, as he is a retired Government employee.

The family has contracted to buy a 9-acre place near Jeffersonville, and will obtain possession September 20, 1941. They are required to pay 6-percent interest on the purchase price of their new farm, while their own capital can earn no income until they are paid for their farm in the defense area.

Case No. 50.

This man, about 75, owned a farm with a mortgage in Clark County, Ind., where he has reared a large family. The only two children now at home are an incompetent son and an afflicted daughter. His wife is aged, and the shock of having to move from her home has brought a near nervous break-down.

He purchased a 10-acre farm near New Albany in adjoining Floyd County, where he moved his family. This is being used as a subsistence farm to supply part of the family living.

This family has not been able to earn any defense income.

Case No. 51.

This man, aged 52, owned a Clark County farm with a mortgage, where he lived with his wife, 49. Their son, 19, is a student at Purdue University. They had lived on their farm for 25 years.

When notified that the farm was in the defense area and that they must give possession, they had a sale and liquidated their farm equipment. Since that time, they have not been able to locate a farm to buy or rent. They have lost a year on the farm and still no job or farm is in sight.

At present, they are living in the community with a friend and former neighbor.

Case No. 52.

Family A was displaced from the powder-plant site and purchased a farm which family B had been renting for 3 years. Family B, consisting of a middle-aged couple and three children, retained possession of the farm until March 1, 1941. Meanwhile, family A had been forced out of the powder-plant site and their equipment was scattered over the community in storage.

Family B obtained credit for the purchase of another farm in the same county, but had difficulty in obtaining possession, as family C which was renting that farm had no place to move. Family C eventually moved in with relatives and family B was able to move into its newly purchased farm. Thus by a third displaced family moving in with relatives, the original and secondly displaced families were enabled to move into newly purchased farms.

Family B has been renting two rooms for light housekeeping to defense workers, as a means of obtaining additional income.

Case No. 53.

This man and his wife and three children lived on a farm within the ordnance plant site. They have been paid a small amount, but settlement for the remainder of the farm has been delayed.

The family bought a farm near Bloomfield, Ky., and bought a new 1½-ton truck. He made more than a score of trips to complete his move to Kentucky. The family was not satisfied in Kentucky and finally sold their farm there at a loss. They are planning to have a public sale of their equipment, and will purchase other equipment when they get relocated on another farm in Clark County.

The family owned their original farm without a mortgage but are now operating entirely on borrowed money. They have had no defense income.

Case No. 54.

This young man, his wife and their three children, from 3 to 8 years old, had lived in Clark County several years as renters. Six months after they purchased a farm through a Farm Security Administration tenant-purchase loan, it was bought outright from them by the Du Pont Co. They received an amount sufficient to liquidate their indebtedness and leave a residue sufficient to purchase another farm.

They bought another farm in Clark County from a man who was retiring from agriculture. They continued full-time farming and did not seek employment in the defense industries.

Case No. 55.

A share renter on a farm of 236 acres in Clark County, this man, his wife, and two sons operated a part of the farm and managed the balance of it. His sons maintained their own homes.

He had lived on this farm for 4 years when it was sold to the Government and they had to give possession. They had a public sale, completely liquidating their farm equipment, and moved to Charlestown. He is too old to be employed in any of the defense industries, and has been doing odd jobs this summer. The two sons are employed in the defense area.

Case No. 56.

This man, 55, his wife and their son, 18, lived on a farm which they owned with a small mortgage. It had been in the wife's family for four generations, and their son was the fifth generation to be brought up on the farm.

When this farm was purchased for the defense site, and it was necessary for the family to leave, they bought a farm nearby and moved with their horse and wagon. They displaced a tenant, who moved to town and obtained work in the defense industry.

The family's pride was badly wounded when they had to give up the farm. They have been keeping roomers and boarders, and have been receiving as much as $80 per month from this source, since they moved.

Exhibit 59.—The Scioto Marsh, Hardin County, Ohio

SPECIAL AREA SURVEY BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

Distress in the Scioto marsh area has emerged as a result of changes in land use and the inability of existing population to adapt itself to these changes. Briefly described, the history of the area has been that of increasing intensity in the production of onions on the rich muck-land soil accompanied by steady increases in population to provide the labor requirements essential to this production; a gradual decline since 1915 in productivity with respect to onions, a gradual abandonment of the crop unaccompanied by a proportional emigration of population. Throughout the period of development and decline, land tenure has been characterized by large commercial holdings and the opportunities for the farmer population to adjust itself to changing production on an individual basis has been greatly curtailed or completely inhibited.

The key to the distress problem in this area is the fact that a substantial portion of this population is surplus or stranded. Of this distressed population 330 families, or approximately 90 percent, were included in this survey.

The stranded population is predominantly white and has had its principal origins in Ohio, contrary to the common belief that the working population of the area consisted largely of emigrants from Kentucky. In any event, four-fifths of the families have resided in the Scioto marsh area for 5 years or more.

The distressed groups consist largely of families, with the average family group having a membership of 4.6 persons.

Family heads incline toward middle-age with one-sixth of the heads having passed their fifty-fifth birthday.

Employment as farm workers has been virtually the exclusive occupation of this stranded group but almost two-thirds of them receive only seasonal employment. A small portion of the distressed group has operator status and a little less than one-fourth secures fairly stable employment as regular farm workers.

The practice of sharecropping plots of onions, ranging from 2 to 10 acres in size, underlies the otherwise usual employment opportunities of roughly one-fourth of the families.

The median cash family income for distressed families in the area was $416 during 1940, with perquisites and the consumption of homegrown produce adding slightly to the value of nonrelief income.

Over half of the distressed families received relief, including all types of public assistance, and about one-third of the farm labor population is dependent principally upon this source of income.

Housing is consistently bad with slightly more than two-fifths of all the dwellings being unfit for human occupancy and an equal number suffering from varying stages of neglect.

Sanitary conditions are at a low level, there being only 2 flush toilets and 11 closed pit toilets in use among the surveyed families. The remainder used open pit privies. There was no regular channel for garbage disposal and the general practice is simply to deposit it in out-of-the-way places.

Although 90 percent of the marsh familes surveyed had gardens, less than 5 percent followed a satisfactory home-canning program and two-thirds of the families raised no livestock other than poultry and half of the families raised no poultry.

Of the total surveyed population of 1,466 persons, 430 were disabled at least 1 day through illness in the 60 days preceding the date of enumeration; 191 families reported an average medical expense of $10.42 in the 2 months preceding the date of enumeration but one-third of this sum was still owing and one-half of those who had had disabling illnesses received no medical care at all.

The distress of the marsh families is also measured in part by the degree of personal indebtedness, exclusive of medical debt. The average family debt was $66 and the average amount owed to personal finance companies, charging 3 percent per month, was $40. Only one-fourth of the families were debt-free.

In terms of rehabilitative possibilities, it must be recognized that because of limited occupational capacity and weakening of morale through a prolonged period of distress, an acute problem is faced both in providing the economic means for rehabilitation and in stimulating an urge toward improvement among the distressed families.

History of the Area

The Scioto Marsh, which contains approximately 10,000 acres of muck land, is located in the western part of Hardin County, Ohio. The main problem area embraces the marsh proper and an additional 15,000 acres of the surrounding upland fringes. Since other sections of the eight western townships of Hardin County contain distress conditions similar to those found in the marsh, however, the problem area is delimited with sufficient flexibility to incorporate these scattered areas.

The problem identified with the Scioto Marsh is the distress suffered by a stranded farm-labor population. This problem developed as a result of the abandonment of onion production on the marsh. Throughout most of its history, the agricultural economy of the area has been dominated by the onion. In recent years, onion-growing has moved to other, more productive areas; but the farm families whose economic welfare long depended upon the onion crop, remain in Hardin County. A brief review of the rise and fall of the marsh as a commercial onion center will help to an understanding of the present marsh problem.

DRAINAGE

In the first attempt to drain the Scioto Marsh, begun in 1850 and finished in 1862, approximately 4,550 acres of land were drained. Drainage work continued sporadically until 1916, when the upper Scioto drainage and conservancy district was formed to survey and adequately drain the entire area. Altogether, this drainage system affected some 28,000 acres, including the marsh and its immediate environs. It was completed in 1920 at a cost of $267,000.

SPECIALIZED FARMING—THE ONION

The rick muck soil of the marsh was found to be peculiarly suitable to onion growing. Onions were first planted on the marsh in the 1880's, about the time the second major draining project was completed. Thereafter, onion culture expanded rapidly on a commercial basis. By 1910, storage space for 294 000 bushels of the crop was available in the three villages adjacent to the marsh, and as many as 1,000 cars were shipped annually By 1915, the year of peak production, approximately 5,500 acres were planted to onions. All through these years the Scioto March was one of the principal onion-raising centers of the country.

IMPORTATION OF LABOR

A substantial supply of labor was required to handle this large crop during the growing and harvest seasons. The local labor supply was inadequate. Seasonal farm workers migrated to the marsh from other parts of Ohio; many sharecropper families came from the southeastern hill counties of Kentucky. The onion growers, ever solicitous about the adequacy of labor supply, were responsible for initiating the Kentucky migration. Once under way, this flow of workers from Kentucky increased in volume, flooding the marsh with ample cheap labor and affording the migrants opportunities to earn larger cash incomes than was possible in their home communities.

GROWTH IN POPULATION

Farm operators, finding it desirable to have their migrant workers quartered nearby the onion fields, erected all manner of temporary housing facilities. At one time, cheap cabins and shacks literally dotted the marsh. Originally, most of these frail structures were not designed or intended for year-round occupancy. Most of the migrant labor families returned to their home bases at season's end. Through the years, however, many families settled in Ohio and upon the marsh, taking up permanent residence in the shacks. The houses and living conditions, though deplorable, possibly approximated the previous arrangements of some of the newcomers, especially those from the Kentucky hills. Unemployed out of season, the families lived from one onion crop to the next, but onion earnings usually carried them through the winters. There was no effective protest to their settlement, hence the population of the area increased substantially during the years of onion prosperity.

SOIL CHANGES

Just as the rich muck soil formed the basis of the Scioto Marsh onion prosperity, changes in that soil were basically responsible for upsetting the area's onion system.

Year by year, the muck has grown more shallow. A half century ago, residents claim, 5 feet of muck covered much of the marsh, and the maximum depth may have approached 10 feet. By 1920, 5 feet was the maximum depth. Today an average depth of 2 to 2½ feet remains on about 4,000 acres, while the muck on the rest of the marsh is less than plow depth. This change has been caused by (1) decomposition of the organic material which constitutes the muck and by (2) wind erosion. Decomposition was natural. The rate of wind erosion, however, was speeded up by the present drainage system, which left the top soil dry and encouraged soil blowing.

Some of the muck has been completely destroyed by burning.

As the muck grew shallow and became plow mixed with the subsoil, per-acre yield dropped. Yield also was affected by the present drainage system, which lowered the water table, leaving the top soil too dry for onions and preventing the annual flooding which may have tended to keep the soil conditioned favorably to onion production. Intensive and relentless onion-cropping itself contributed to reduced yields; failure to rotate prompted the appearance and spread of onion plant diseases. When the soil was new, onion yields were excellent, running as high as 800 or 1,000 bushels per acre. By 1934 average yields had dropped to between 200 and 300 bushels per acre. Moreover, the total acreage which could be planted successfully to onions had dropped to 4,000 acres.

THE STRIKE

Some onion growers were beginning to adjust their operations to this new situation created by soil changes when in 1934 a crisis confronted the whole marsh onion economy.

During the depression years of 1932 and 1933, onion prices took a sharp drop. The decline in prices, together with decreased yields, placed the growers in a precarious position. Labor families, on the other hand, already excessive in number as a result of continued migration and declining onion acreage, found themselves in a still more serious predicament; low wages for the limited available work made it impossible for most families to survive independently without considerable hardship. There was a wholesale resort to relief. More than 150 families were supported by local public relief agencies during the winter 1933–34. The following summer, at the height of the growing season, a strike of the onion workers for a 35-cent hourly wage rate caused a near ruination of that year's crop. As a demonstration, the strike was successful. As a procedure for achieving a decent living wage for the whole labor population, the strike was doomed to failure. The local farm labor wage rate became stabilized at 17½ to 20 cents an hour, but work opportunities declined abruptly.

CROP CHANGES

The strike precipitated a general flight from the onion. Acreage planted to this crop dropped sharply in 1935 and has continued to drop every year since. From 4,000 acres in 1934, onion production declined to 1,100 acres in 1938 and to 800 acres in 1940. Although some growers still insist that onions were abandoned deliberately to avoid dealing with recalcitrant labor, the facts indicate that onions were already on the way out. The strike merely hastened an inevitable development.

A more generalized farming system has been adopted by marsh operators in recent years. Some specialty crops are grown successfully; sugar beets and potatoes have—to a limited extent—supplanted onions as labor-requiring cash crops. The 1940 potato acreage was nearly double that of onions. Problems of both yield and quality have been solved by the Muck Crops Farm at McGuffey, operated by the State agricultural experiment station. Sugar beets were introduced 3 years ago, and the 1941 acreage in this crop will be slightly larger than in 1940. Most of the abandoned onion acreage has been planted to corn, however.

Coincident with changes in the cropping pattern has been a rapid acceleration of mechanization—increased use of tractors, combines, corn pickers mechanical sprayers. During the past two seasons, the largest potato fields have been dusted by airplane.

STRANDED LABOR

These abrupt changes in the agriculture of the marsh effected a drastic reduction in labor requirements. Whereas one worker and some family labor could formerly tend only 10 or 12 acres of onions, one worker with family labor could now handle 15 to 20 acres of sugar beets; and one worker on a mechanized farm can tend from 60 to 100 acres of corn. A number of operators attempted to rid the marsh of its excessive labor population by burning the worst of their labor shacks and ejecting the occupants; these families drifted away or moved to the villages of Alger and McGuffey at the edge of the marsh. Some labor families voluntarily migrated from the stricken onion center; many followed onions to Michigan when new marsh areas were brought under cultivation in that State after 1934. Another 75 or 100 families, many Kentuckian, were forcibly removed from the marsh area and deported from the State.

Many labor families remained. They had become residents. Some have found regular farm employment with the large operators. Some accept whatever seasonal work may be available. The economic base for many has been destroyed, however, by the shrinkage in labor demand. Landless and tool-less, these people are stranded upon the land they once cultivated.

CONCENTRATED LAND OWNERSHIP

Although soil, crops, and employment opportunities have changed, the pattern of land ownership has altered very little. Large land holdings, developed concurrently with the early drainage operations, still dominate the marsh. At present, the largest holding contains approximately 3,500 acres. The next largest operating unit contains 900 acres. The eight largest units embrace a total of 6,900 acres. Six individuals and companies own 5,141 acres. Some few farm labor families have been able to acquire small tracts of marshland so that the ownership pattern consists of a few large holdings and a somewhat larger number of holdings smaller in average size than found in the typical farm community. Since the large units predominate, however, and since the level marsh is so well adapted to large-scale operations, there is little possibility of the area evolving into a generalized farming community composed of family-size units. Much less basis exists for expecting any natural increase in the number of small acreage units: as long as the large units continue to operate they will continue to require a considerable supply of landless labor.

THE SITUATION TODAY

The foregoing summary of agricultural developments in the Scioto Marsh area provides the historical perspective to a present situation. The principal aspects of this situation will be set forth in the following pages in some detail as revealed by a survey of the area conducted in the months of February to April 1941 by the Labor Division of Farm Security Administration.

In a sense, the problem of the Scioto Marsh area is a "people" problem—surplus population, under-employment, and distress. Under existing conditions more farm people live in the area than the land is supporting. This situation is a result, as indicated in the historical summary of soil changes, crop changes, mechanization, and a rigid system of land ownership dominated by large commercial holdings. It is partially a result of the limited skills of the people and of their inability to adjust individually to a changing economy. Since a corrective program for the area would involve changing the purpose of land use to that of creating a livelihood for all the people on the land, it is essential to know the specific effects of past agricultural developments upon the people. Since a corrective program would involve, also, the development of new skills, habits, and patterns of living, it is essential to know the present capacities of the people. These essential, specific "people" facts are presented below.

POPULATION

Since many of the farm families adversely affected by changes in the marsh economy reside either in the marsh proper; on the upland fringes of the marsh; or in the villages of Alger, McGuffey, and Foraker at the northern rim of the marsh, the Labor Division survey concentrated upon this area. In the open country, all families not in the successful large-scale operator class were interviewed; in the villages, only families with a background of farm labor in the area. Although the survey approached being a census, it would be safer to estimate that approximately 90 percent of the low-income farm population were interviewed.

A total of 330 schedules were taken on farm families in this compact area. The location of these families was as follows:

Villages:[1]	
Alger	48
McGuffey	82
Foraker	26
	156
Open country	174

They represented one-fourth of the population in Alger, one-half of that in McGuffey, and four-fifths of that in Foraker.

Between 1930 and 1940 the population of Alger declined from 857 to 811 and that of McGuffey from 710 to 618. Although these figures suggest a slight migration from the area, the present farm population seems rather stable. A few young men have enlisted or been drafted into the Army. Prior to April 1941, not more than 8 or 10 men had succeeded in breaking away and finding defense jobs. Although defense opportunities may attract a few more from the marsh, the general lack of skills will probably prevent an exodus large enough to affect the problem.

(*a*) *Race and sex.*

The population is predominantly white. Only 9 of the 330 families are Negroes. No other races are represented in the resident population.

Practically all families are headed by male breadwinners. In only four cases are females considered as heads of the house. Nearly every family, therefore, contains a white male worker.

(*b*) *Original source.*

Contrary to local belief, the permanent population is not now predominantly of Kentucky origin. Slightly more than one-third of the heads of the 330 families were born in Kentucky. Slightly less than one-third of the family heads are natives of Hardin County; and if natives of other Ohio counties are included, a total of 188 are native Ohioans.

The Kentucky families came principally from Magoffin, Breathitt, and Floyd Counties. Their emigration was induced by the depressed economic conditions long prevailing there—scanty employment opportunities, low farm labor wage rates, the impossibility of wresting a decent living from poor hillside farms. Their migration to Hardin County was prompted by the desire "to better conditions" by gaining employment in the onion fields. Some came as single men and married local Ohio girls. Some brought their own families. Some became assimilated into the marsh community. A few families, unable to improve the low living standards brought with them from the Kentucky hills, have been characterized erroneously by local residents as "typical Kentuckians." Such indictments are usually made by persons eager to solve the problem by shipping the Kentuckians back home.

(c) *Length of residence.*

More than four-fifths of all families have lived in Hardin County 5 years or more. Only 47 of the families have lived in the county less than 5 years; only 13 families have moved into the area during the past 12 months. All these new settlers came with the intention of establishing residence. These figures show that the problem is not, as currently believed by many native leaders, a migrant problem. The distressed farm population is a resident population. The distress problem must be approached on that basis.

(d) *Family composition.*

Counting all members of the families, including the heads, a total of 1,466 persons are represented in the 330 families interviewed. Average family size is 4.4 persons. Excluding the 18 single-member families, the average family size is 4.6 persons. More than half of the families have 3, 4, or 5 members. Only 10 percent of the families have 8 or more members. Present needs of a family may be determined as much by size as by the extent of regularity of employment.

Less than three-tenths of this total population, or 424 persons, are able-bodied males, aged 16 years or older. Three-fourths of the families have only one potential worker thus defined, and no family contains more than four. Other family members—women and children—do work in the fields. Women frequently perform seasonal tasks; and children under 16, though prevented by State child labor laws from hiring out to operators, can and do labor on their family sharecrops.

The majority of the family heads are middle-aged or older. While 135 are between 35 and 54 years old, 51 are aged 55 years or older. These age figures indicate that a small proportion of the farm labor population is approaching a point where it will no longer form a part of the potential labor force. It is significant that 16 of these men over 50 years in age were unemployed last year. The importance of age as a factor influencing the future of a number of the distressed families increases the urgency of rehabilitative action.

(e) *Occupational status.*

A classification of this low income farm population, according to tenure of job and regularity of employment of the head in 1940, shows the following occupational groups:

Tenants and owners (including 10 onion sharecroppers otherwise unemployed	34
Regular farm workers	95
Seasonal farm workers	58
Very irregular farm workers	84
Unemployed	51
Nonagricultural	8
Total	330

This is a somewhat arbitrary classification but serves to indicate roughly the varying degrees of occupational security—or insecurity—that exist. It indicates, also, to what extent access to the available farm work in the area is channelized. The irregularly employed and the totally unemployed constitute, of course, the most severely affected groups in the stranded population.

EMPLOYMENT

This same classification of families into groups on the basis of security and regularity of work serves as the best means of showing the inadequacy of present employment opportunities in the area.

Regular farm workers.

There are 95 regular farm workers. These men have a preferential work status with a single farm operator, are usually paid by the day, and receive enough regular work so that no prolonged unemployment periods occur. Two large operators control about 70 percent of these regular jobs. The winter employment consists of work in the potato and onion storage houses, owned and operated by the larger growers. Several of these storage houses are located in McGuffey, a few on the marsh. Approximately four out of five of these regular workers live on farms and receive perquisites; the others reside in the villages.

The median average employment for this group in 1940 was 251 days.

Seasonal farm workers.

There are 58 seasonal farm workers. These men have a preferential employment status, usually with a single operator, obtaining most of the seasonal farm work available during the year. They work during the planting, cultivating, and harvesting seasons and perhaps obtain some winter work at the storage houses. These workers have one or two definite periods of unemployment, usually in winter. Slightly more than one-half of these workers live on farms and receive perquisites; the other half live in the villages.

The median average employment for this group in 1940 was 188 days. Two-fifths of this group received relief in 1940.

Irregular farm workers.

There are 88 irregular farm workers. These men have no preferential work status. They are paid by the day, by the hour, or at piece rate for whatever highly seasonal work they can find—onion weeding, onion topping, potato picking, haying, corn husking, perhaps some scattered days at the storage houses in winter. Slightly more than half of this group live in the villages; less than half on farms. Of this latter group only 15 receive perquisites; only 7 are provided housing, whereas 16 rent from nonemployers.

The median average employment for this group in 1940 was 58 days. Three-fourths of this group received relief in 1940.

Unemployed.

There are 51 unemployed workers. These men may perform a few days of farm work (in addition to work on an onion sharecrop), but the amount of employment on a day-rate or piece-rate basis is negligible. Three-fourths of these families live in the villages, the other one-fourth in the country. Only 2 of the latter receive any perquisites. All but 2 of these 51 families gained their principal 1940 income from various kinds of relief.

Sharecroppers.

Onion sharecropping: Since the strike year of 1934 most of the onions raised on the marsh have been tended by families on a sharecrop rather than an hourly-rate basis. The operator "fits" the land, i. e., prepares the ground, plants the seed, furnishes all machine work, usually furnishes the fertilizer. A small tract of from 2 to 10 acres is sharecropped out to a family, which weeds, tops, and harvests the crop. The family may or may not pay a "fittin' " bill of several dollars an acre, and the crop is usually shared on the halves either in the field or at the storage house. The sharecrop family may live in the country or in the village; housing does not enter into the picture. The sharecrop is really a local labor arrangement whereby the operator avoids all labor troubles. The sharecropper can work his entire family, children included, without violating the State child labor laws; and the sharecropper must hire his own additional labor whenever the family force proves inadequate.

Nearly one-fourth of the 330 families had onion sharecrops in 1940. Sharecrops averaged 3½ acres in size. There is no way of estimating the number of man-days required to tend and harvest an acre of onions, hence no way to estimate the number of days of employment represented by these sharecrops. Frequently the family tends the sharecrop if the head is employed otherwise. Of the 78 families which had sharecrops in 1940, 23 were regular farm workers, 19 seasonal workers, 20 irregular workers, and 12 unemployed. The median average net income from these sharecrops was $103, and represents a very low rate of pay on the basis of the labor required by the average crop.

Many operators have continued to grow onions on this basis principally, as they say, to provide additional work for their laborers. Onion production was so unprofitable to operators in 1940 that the estimated acreage for 1941 will drop by one-third—down to approximately 500 acres. The onion sharecrop, as a source of employment and income to labor families, is on the way out.

Migrants.

There are an indeterminate number of migrants. Migrant farm workers continue to enter the area during the summer months, some from Kentucky, some from other Ohio counties. These workers pick up such peak seasonal farm jobs as may be available. Operators frequently prefer the transients to local irregular and Work Projects Administration workers. Another, but controlled, migration of specialized farm workers is developing in connection with the sugar-beet crop. Growers apparently experimented with both local and migrant workers the past two seasons but have turned over the problem of recruiting labor during 1941 to the sugar-beet companies. The opinion seems to be that local workers cannot do the beet work so well or do not choose to do it at all. The sugar-beet companies will import Mexicans from Texas and Belgians from the cities, provide their housing, and guarantee their departure from the area at the season's end. The importance of this development lies in the fact that the sugar-beet work no longer will be available to the marsh labor families.

With reference to total employment opportunities afforded by the area's agriculture, most growers believe that every local worker could obtain some employment during the crop seasons. A few growers insist that the local labor supply is insufficient to meet the seasonal peak needs. All growers concede, however, that there is not adequate work in the marsh area to give year-round support to all resident labor families.

ECONOMIC STATUS, 1940 INCOME

An examination of the annual income of the marsh families reveals most clearly their present economic status.

The total value of 1940 income for the 330 families was $174,616. More than half of the families received a total income with a value of less than $500. The form of this low income, in a sense, further reduces their economic status; for noncash and relief income constitute a third of the total. In gross terms, the 1940 income structure of the Scioto Marsh families was:

	Amount	Percent
Cash earnings (of family heads)	$74,016	42.4
Other cash income (including all earnings of other family members and incomes from sharecrops, etc.)	46,345	26.5
Noncash incomes (including perquisites and value of farm products consumed in cases of tenants and owners)	13,650	7.8
Relief income	40,605	23.3
Total	174,616	100.0

Excluding relief and noncash income, the total cash income of the marsh families was $120,362. This embraces all income from farm work, including onion sharecrops. On this basis the median cash family income was $416. The average cash income per family member was $82.

Perquisite income—consisting of the value of housing, gardens, fuel, food, and other products furnished by farm operators to their employees—was received by about 4 out of every 10 families. Nearly three-fourths of all perquisite income was received by the regular and seasonal farm worker groups.

Slightly less than one-half of all the families—164—received relief. Approximately three-fourths of the relief families were in the irregularly employed and unemployed groups. Relief income included all types of public assistance—county relief, county work relief, surplus commodities, old-age assistance, National Youth Administration, Civilian Conservation Corps, aid to dependent children, soldiers' relief, blind pensions, etc.; but the principal relief income was from Work Projects Administration. The relief situation in Alger, though somewhat more serious than in McGuffey or on the marsh, will illustrate. Of the 43 farm families resident in Alger, 37 received some relief in 1940. Relief provided the main source of income for 26 of these families, and Work Projects Administration provided the major portion of the relief income of 21 of these.

During the past 5 years, relief has gradually become a permanent part of the marsh economy. Almost one-third of the farm labor population is dependent principally upon this source of income. Another segment of the population finds relief a necessary supplement to earned income. Still another segment strives to avoid relief assistance and maintain pride at the expense of family living standards. For the past decade the main burden of the Hardin County relief load has been in the western half of the county and, according to the relief director, has centered in the marsh area.

With further reference to the relief problem it has been alleged that the people who originated in Kentucky constitute the major portion of the marsh relief load. There is little evidence to support this allegation, whereas, 38 percent of the population originated in Kentucky, exactly 40 percent of all families receiving relief in 1940 were from Kentucky. Kentucky families constituted the same percentage of total recipients of relief in the amount of $100 or more.

DISTRESS CONDITIONS

Housing.

Most of the marsh families live in dwellings described as houses. Only 18 families were found to be living in structures classified as "shacks," "shanties," or "cabins." Many of the houses, however, are in such a state of disrepair as to resemble shacks in appearance and to approximate shacks in the adequacy of shelter afforded.

More than two-fifths of all dwellings were described by the survey enumerators as poor or unfit for human occupancy. A like number of houses were described as "fair"; but in view of the difficulty of achieving a uniform appraisal of housing conditions on a qualitative basis, it is probable that a portion of the "fair" houses approach being poor, depending upon the extent of neglect.

Slightly more than one-half of the poor and unfit dwellings are located in the open country, many upon the marsh, and are occupied for the most part by the irregularly employed and totally unemployed families. These houses are the poor remains of the hastily constructed labor quarters bequeathed by the more prosperous onion era. They represent one of the worst aspects of the area's housing problem.

Farm labor families residing in the villages enjoy, on the whole, somewhat better housing than is found in the country. A reappraisal of village housing (made at the termination of the survey) revealed, however, that two-thirds of the families interviewed actually occupy unfit or poor houses. It is evident, from observation and analysis, that these villages together present a woeful picture in terms of rural housing.

Less than one-fourth of the families own their homes. Most of these home owners live in the villages and fall in the irregularly employed and totally unemployed groups. Because of their low-income status, the families have allowed their homes to deteriorate. One-third of the families live in rented houses: these are included in all occupational groups, from regular farm laborers to the totally unemployed. Two-thirds of the renters live in the villages and pay from $5 to $10 in monthly rentals. The shortage of houses which exists in the area at the present time may account for the fact that rental charges have in many cases little apparent connection with the condition of houses. Very few vacancies were discovered, either on the marsh or in the villages. About 10 cases of doubling-up were noted. Slightly less than one-third of the families are provided houses as prerequisites in connection with farm employment.

Inadequacy of housing accommodations is indicated further by the degree of crowdedness. Although the average labor home contains from four to five rooms and although two-fifths of the families have more than one room per family-member, many of the rooms are small and many unusable in winter because of heating problems. Excessive crowdedness is better shown by the number of persons occupying a sleeping room. In the winter of 1940–41 more than half of the families were sleeping more than 2 persons to the room; two-fifths of the families were sleeping more than 3 persons to the room; and 38 families had 5 or more persons per bedroom. This crowdedness condition is found more frequently on the marsh than in town.

Sanitation.

Toilet conditions are generally insanitary. Only 2 of the houses have flush toilets. All toilets are outside privies; and in only 11 instances were they described as of the "closed pit", or approved sanitary type. Most of the others serve merely as shields and are in various stages of deterioration or collapse.

Water pumps are frequently located dangerously near these insanitary privies. Wherever this occurs, the likelihood of contamination serves as a health hazard to the family.

More than halt of the families dispose of their garbage by depositing it in the yard or in a nearby drainage ditch. Seventy percent of the families living in the country dispose of garbage in this manner. Whether this practice results from ignorance, indifference, or indolence was not ascertainable. Lacking livestock to which this waste might be fed, lacking fences if the waste is fed to chickens, or lacking the means to make their marsh-home surroundings attractive, these people appear to have met the problem of garbage disposal by opening the back door and tossing it away.

Subsistence production.

The marsh families as a group achieved meager results in the way of subsistence production. Less than 1 family out of 3 owned a hog and even fewer owned a milk cow. One significant result of this is the fact that 119 of the families, many with growing children, were without any fresh milk. Over half the families raised no poultry. Those that did attempt to raise livestock worked with inadequate facilities and under adverse conditions.

Almost 90 percent of the marsh families had gardens but those of the village families were less than a one-eighth of an acre in size and those of the families living in the open country less than one-quarter of an acre. Only 23 gardens were one-half acre or larger. The prevalence of gardens was not reflected in canning activities by the families. Two-thirds of the families canned 100 jars or less in 1940 with tomatoes the garden product most commonly preserved. Using 80 quarts per family as a minimum adequate standard, less than 5 percent followed a satisfactory home canning program.

Lack of physical equipment and storage space weighs heavily in the failure of these families to produce more for subsistence. In addition, ignorance of the desirability of this practice and, to a lesser degree, interference with other employment are contributing factors.

Health.

Low income, poor housing, undernourishment, insanitary living conditions, together with the dust and dampness of the marsh, have combined to undermine the health of many families in the marsh area.

Three out of ten of all persons in the 330 families lost at least 1 day from illness in the 2 months preceding enumeration. These 430 disabled persons lost a total of 4,626 days in that period, an average loss of nearly 11 days per person. Nearly half of the persons disabled were under 15 years of age. Loss of time through illness had its most serious effect, for these young people, in time lost from school. The effect of time lost among older people was apt to show in working days lost.

Counting all medical charges—expenses for prescribed drugs and patent medicine as well as for medical and dental services—102 of the open country families and 89 of the village families incurred an average of $10.42 in medical expenses in the 2 months preceding enumeration. At the time of enumeration, $1,324 of the gross medical charge of $1,990 had been paid. One-third of the 2 months' medical expenses was still owing.

In the 10 months preceding the 2-month period before enumeration, 198 of the 330 marsh families incurred a total medical debt of $5,675, or an average debt of $26.03 per family. About three-tenths of this debt ($1,700) was still owing.

Although medical expense was a sizable item in the expenditures of the marsh families, they did not have adequate medical care. Half of those disabled in the past 2 months had no medical care at all, and about one-third of them received treatment at the doctor's office. It is impossible to state the hardship occasioned by these visits to doctors' offices. Since a number of the illnesses treated were serious, the undesirability of the journey to town in winter weather is obvious. No physician lives in the marsh area; the nearest available doctor lives at Ada or Kenton, some miles distant. Charges for rural home calls range from $2.50 to $4 per visit.

The inadequacy of medical care was specifically evidenced in cases of confinement. During the year preceding enumeration, a total of 57 confinements was recorded for the 330 marsh families. All except three of these occurred at home, and in three of the home confinement cases the baby died. About half of the home confinements were visited by the doctor one or two times; and about half the mothers lost 10 days or less at the time of confinement. Costs of confinement were carried by relief agencies in four cases. For the families who bore their own expenses, the costs ran under $30 in most cases.

A majority of the marsh families have current unattended needs for medical, dental, and optical attention. Many of the needs appear to be urgent. Several active cases and several suspected cases of tuberculosis were noted.

Debt—Credit facilities.

The distress of the Scioto Marsh families is further evidenced by their present indebtedness. Income inadequate to meet current family needs has forced many to borrow, frequently at high interest rates. Only one-fourth of all 330 were debt-free at time of enumeration; and the average family debt, excluding medical debt, was $66. Nearly half of these families were in debt to personal finance companies, and the average amounts owed such companies was $40. In gross terms, the total non-medical indebtedness of the marsh families amounted to $30,169, of which $5,416, or nearly one-fifth, was personal loan company indebtedness. Total medical and non-medical debt was $32,537.

Inadequacy of credit facilities is suggested by the general resort to loan companies, whose interest rate is 3 percent per month on the unpaid balance.

CAPACITIES AND ATTITUDES

The low-income farm population of the Scioto Marsh is on the basis of present occupation and past experience, principally a farm labor population. Less than three-tenths of the family heads have had some connection with farm operation in the past—as owner-operators, share tenants, or as sharecroppers other than in onion production. Only 26 of the 330 families have operated farms either as owners or tenants. About the same number are currently connected with farm operation in some managerial capacity. All others have a farm labor or farm and non-farm labor background.

None of the families, excepting present operators, possess farm equipment.

Nearly all workers, the regularly employed as well as the unemployed, insist they are unable to make a "living" at farm work in the area. They mention mechanization, "land hogging," and crop changes as the chief causes of their distress. The regularly employed group tends to emphasize increased wage rates as the most desirable solution to their problem. Present rates range from 17½ to 25 cents per hour. Seasonal workers and the unemployed are more inclined to desire a "division of the land" so that they might have farms of their own. The majority believe that a farm program of some kind is necessary if the marsh problem is to be solved at all.

Most of the workers like farm work and expect to continue in this occupation. Long years of displacement are tending, however, to make a number disgusted with farm life as they have experienced it in the marsh; these express a desire to obtain "a defense job"; but the general lack of skills renders these ambitions wishes rather than intentions.

Morale is low, especially among those who are chronic relief clients. Most of the Work Projects Administration "regulars," though grateful for the security of relief work and satisfied to continue a Work Projects Administration "career" under present conditions, really prefer farm work if they could find reasonably steady employment. Many feel that a rehabilitation program started 5 years ago would have benefitted the marsh families far more and might have cost the Government far less than work relief.

INDEX

Agriculture. (*See* Berrien County, Mich.; Michigan agriculture; Sugar-beet industry.)
Allocations. (*See* Priorities.)
Berrien County, Mich.: Page
  Age distribution of all persons by race and sex 7957
  Cash expenditures for hired labor, by type of farm 7930
  Changes in size of farms, 1920–40 7774
  Crops, by acreage or number of trees 7925
  Distribution of farms, by size of farm, 1940 7920
  Farm and nonfarm industries 7918–7920
  Farm-labor background of male industrial workers 7923–7924
  Health conditions among migrant workers 7952
  Housing of migrant workers 7951, 7957
  Income of migrant families 7952, 7953, 7956
  Labor recruiting 7926–7927
  Labor shortages, anticipated 7928–7931
  Local labor supply 7923
  Markets for growers 7921–7923
  Mexican workers 7927
  Migrant labor 7948–7949
  Migratory status of heads of families and single persons 7953–7955
  Percentage of farms operated by tenants 7921
  Seasonal labor demands 7924–7925
  Size of families by race 7957
  Transportation facilities of migratory workers 7953
Case histories of farm families displaced by defense construction 7984–7997
Child labor:
  Hours of work, percent of time at each process, beet work 7914–7915
  In sugar-beet industry 7896–7898, 7899–7909
  Percent of children employed in beet work 7906
  Prohibitory provisions in Sugar Act of 1937 7907–7909
  Prohibitory provisions inserted in beet-production contracts 7905–7906
  Studies by Children's Bureau 7911–7917
  Testimony favoring retention of 7903–7905
Children's Bureau: Child-labor studies, 1935 7911–7917
Churchwomen (*see also under* Michigan State Migrant Committee): Program for migrant relief 7958–7963
Committee on labor conditions in the growing of beets: Appointment, report, and recommendations of 7899–7902
Cut-over region. (*See* Michigan cut-over region.)

Defense program: Page
- Acceleration of farm-urban migration by ---------------- 7786
- Contemplated changes in farm management as result of -- 7780
- Effect on farm industry ---------------- 7768
- Effect on farm labor ---------------- 7982–7983
- Type of farmers affected by ---------------- 7978–7979

Defense relocation corporations: Established for displaced farm families ---------------- 7983

dela Pena, Julio: Case of illegal interstate transportation of migrant workers ---------------- 7796, 7797–7855

Diphtheria. (*See under* Health.)

Displacement of farm families in defense areas ----- 7977–7979, 7985

East Coast Naval Ammunition Depot, Indiana:
- Case histories of displaced farm families ---------------- 7994–7995
- Farm-dislocation problems created by establishment - 7979–7980

Education:
- School attendance of beet-workers' children ---------- 7915–7917
- School terms in beet-work areas ---------------- 7898

Employment (*see also* Farm labor; Sugar-beet industry):
- Effect of defense program on farm families ---------- 7977–7978
- Quality of Work Projects Administration labor ------ 7787–7788
- Scioto marsh area ---------------- 8002–8004

Employment Service:
- Placement of agricultural workers by ---------------- 7927
- Suggestions for farm aid by ---------------- 7781

Farm families in Indiana and Ohio displaced by defense construction ---------------- 7977–7979

Farm labor:
- Dislocations caused by defense construction ---------------- 7981
- Supply and demand ---------------- 7785–7786
- Required to produce certain crops, by year, hours per acre, and variety ---------------- 7773

Farm lands retired from production ---------------- 7982

Farm-land shortages ---------------- 7982

Farm Security Administration:
- Enlargement of farm-aid program ---------------- 7983
- Ineligibility of loan applicants due to farm-land shortages - 7982
- Migratory workers' camps ---------------- 7961–7963
- Scioto Marsh area survey by ---------------- 7997–8007

Great Lakes Growers' Employment Committee, Inc.:
- Articles of incorporation and bylaws ---------------- 7800–7804
- Case of participation in illegal interstate transportation of workers ---------------- 7796, 7797–7855

Health (*see also* under Berrien County, Mich.; Sugar-beet industry):
- Diphtheria outbreaks among Mexican migratory workers ---------------- 7791–7793
- Dysentery outbreak among migrant workers -------- 7793–7794
- Effect of beet work upon children ---------------- 7898
- Scioto Marsh area ---------------- 8005–8006
- Tuberculosis incidence among Mexican applicants for sugar-beet work ---------------- 7794–7796

Housing (*see also under* Berrien County, Mich.) of— Page
  Scioto Marsh families 8005
  Sugar-beet workers 7878–7881, 7945
Income:
  Families in Scioto Marsh area 8004
  Migrant workers in Berrien County, Mich 7952, 7953, 7956
Indiana ordnance works:
  Absorption of farm land and labor by 7979, 7980
  Case histories of farm families displaced by 7995–7997
Interstate Commerce Commission: Investigation and prosecution of Julio dela Pena 7796–7855
Jefferson Proving Ground, Ind.:
  Case histories of farm families displaced by 7991–7992
  Farm dislocation problems created by establishment of 7978, 7979, 7980
Jones-Costigan Act 7901–7902, 7906–7908, 7911–7917
Kingsbury ordnance works, Indiana:
  Case histories of farm families displaced by 7992–7994
  Farm lands absorbed by 7979
Land purchases in Indiana and Ohio by Federal Government 7979, 7985
Maps showing types of farming in Michigan 7769
Mechanization:
  Chart showing progress of, in Michigan 7772
  Extent and effect of, in Michigan 7771–7772
  Major factors accelerating trend toward 7783–7784
  Table showing decrease in time required to handle certain products 7772
Mexicans. (*See under*, Berrien County, Mich., Health; Michigan agriculture; Sugar-beet industry.)
Michigan agriculture:
  Absorption of farm workers into defense industry 7939–7940
  Acreage in grains, 1910–40, by year and variety 7770–7771
  Acreage of crops requiring hired labor, Saginaw Valley, 1939 7936
  Age of farm labor 7780
  Cash expenditures for hired labor, by type of farm 7930
  Changes in farm business required by defense program 7780
  Changes in past 30-year period 7768
  Distribution of farms, by size of farm, 1940 7920
  Diversification of crops 7936–7937
  Effect of defense program on 7768
  Effect of development of automobile industry upon 7782–7783
  Effect of small-truck curtailment on 7788–7789
  Farm-labor shortages 7780, 7787
  Farm-labor supply and demand 7779, 7785
  Farm-machine shortages 7783–7784
  Farm-population fluctuations 7776
  Labor costs 7778
  Labor turn-over resulting from low wages 7942–7943
  Livestock numbers on farms, 1910–40 7770

Michigan agriculture—Continued. Page
Major farming areas 7918
Mechanization. (*See* Mechanization.)
Mexican labor in intraseasonal employment 7941–7943
Migration-guidance program 7781–7782
Migratory labor in 7777–7779
Production in Saginaw Valley region 7933–7935
Progress of mechanized-power farming in 7772
Rural-urban migration 7780, 7782
Seventeen type-of-farming areas 7768, 7769
Size of farm units, with tables showing changes 7773–7776
Subsistence and part-time farming 7777, 7785
Michigan cut-over region:
Economic opportunities in 7975–7977
Economy of 7964–7965, 7968–7972
Forest-products outlook 7974
Historical development 7965–7967
Land use, 1940 7968
Land valuation and tax trends 7968–7970
Major changes in land use 7972–7974
Population trends 7966–7967, 7975
Tax-delinquency problem 7970–7971
Michigan State Migrant Committee: Program and achievements 7958–7963
Migration (*See also* Berrien County, Mich.; Michigan State Migrant Committee; Sugar-beet industry):
Average term of mobility 7949
Camps for migratory workers 7961–7963
Geographic origin of sugar-beet families 7912–7913
Into rural districts of Wayne County, Mich 7963
Living and working conditions of migrants 7928
Mexican labor. (*See under* Sugar-beet industry.)
Necessity for seasonal farm labor 7786
Of dislocated farm families in Indiana and Ohio 7977–7979
Previous economic status of families 7949–7950
Program to discourage farm-urban movements 7781–7782
Rural-urban movement 7777–7779, 7780, 7782
Seasonal farm labor in—
Berrien County, Mich 7925–7926
Fruit and beet areas 7777–7779
Scioto Marsh area 8003–8004
Texas in-migrants to Michigan beet fields 7943
Types of labor migration in Michigan 7932
Urban-farm movement increased by defense program 7786
Negroes. (*See* Berrien County, Mich.; Size of families, by race.)
Plum Brook ordnance works, Ohio:
Case histories of farm families displaced by 7984, 7987–7988
Farm lands absorbed by 7979, 7980
Population:
Total and rural farm, for selected years, 1910–40 7776
Trends, Michigan cut-over region 7966–7967, 7975
Potato growers' association: Organized in Bay County, Mich 7937

Priorities: Page
    Curtailment of small-truck production 7788–7789
    Effect on farm-machine purchases 7783
Ravenna ordnance works, Ohio:
    Case histories of farm families displaced by 7988–7989
    Farm lands absorbed by 7979, 7980
Relocation of displaced farm families 7983–7984
Scioto Marsh, the: Special area survey by Farm Security Administration 7997–8007
Sugar Act of 1937: Labor provisions 7907–7909
Sugar-beet industry (*see also* Committee on labor conditions in the growing of beets; Julio dela Pena; Great Lakes Growers' Employment Committee):
    Average net earnings of workers 7946–7947
    Average wage per acre, by States, 1927–40 7883
    Between 7,000 and 12,000 workers imported annually 7932
    Child labor in 7896–7898, 7899–7909
    Composition of families in 7913–7914
    Conflict of State interests in migration of workers 7874–7876
    Contract laborers engaged, 1939, by nationality or race, and State 7874
    Contract laborers engaged, 1939, by source and State 7873–7874
    Credit-system abuses 7891–7893
    Crop production, compared with other industries 7932
    Decline in acreage planted 7934–7935
    Dispersion of Mexican workers into northern cities 7876–7878
    Earnings and expenses of selected workers in 7855–7862
    Employment of boys on probation from juvenile courts 7910
    Evils of wage-payment system 7890–7893
    Grower's contract with field worker 7840–7841
    Health examination in Texas for Michigan applicants 7794–7796
    History and development of 7862–7864
    Hours of work and length of season 7893–7896
    Housing of workers 7945
    Illegal transportation of workers from Texas 7796–7797
    Impact of defense program on workers 7937–7938
    Intraseasonal employment of Mexican workers 7941–7943
    Labor-contract rates, by year and type of work 7883
    Labor needs 7777–7779
    Labor provisions in production contracts 7905–7906
    Labor sources 7777–7779, 8003–8004
    Labor-supply development 7864–7874
    Limitation of work opportunities 7946
    Living conditions of workers 7878–7881
    Marketing factors 7935–7936
    Mexican labor 7778
    Production concentration in Saginaw Valley region 7933
    Recruiting of labor 7944
    Relief status of migrant workers 7886–7888
    Shortage of day laborers 7940–7941
    Sources of labor supply 7909–7911
    Supplementary earnings and total income of workers 7944–7945
    Tuberculosis incidence among Texas applicants 7794–7796

Sugar-beet industry—Continued. Page
  Types of farm labor utilized 7938
  Variation of amounts payable for field work 7888
  Wages and earnings of workers 7881–7885
Tuberculosis. (*See under* Sugar-beet industry, Michigan.)
Wages (*see also under* Sugar-beet industry):
  Current hourly rates in selected areas 7924
  Farm workers 7943
Wayne County, Mich.: Migration into rural districts 7963
Work Projects Administration: Quality of labor 7787–7788

×

BOSTON PUBLIC LIBRARY
3 9999 05706 1390

[illegible]